

5-8-1980

Meeting Notes 1980-05-08

Joint Policy Advisory Committee on Transportation

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METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND OR. 97201, 503/221-1646

A G E N D A

JOINT POLICY ADVISORY COMMITTEE
ON TRANSPORTATION

Date: May 8, 1980

Day: Thursday

Time: 7:30 a.m.

Place: Metro Offices - Conference Room A1/A2

ACTION REQUESTED:

- * 1. Funding Authorization for Preliminary Engineering on Terwilliger/Barbur Interchange
- * 2. I-84 Bridge TIP Amendment
- * 3. Authorizing Funding for a Bicycle Parking Project
- * 4. FY 1980 Unified Work Program

INFORMATION/DISCUSSION

- * 5. FHWA/UMTA Certification - Explanation by Federal Highways
- * 6. Status of Response to Lloyd Anderson's Letter

* Material Enclosed

KT:pj

*AMS for
#s 1, 2, 3, 4
to Priscilla*

MEETING REPORT

DATE OF MEETING: April 9, 1980

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Bill Young, Don Clark, Lloyd Anderson, Dick Carroll, Charlie Williamson, Larry Cole, John Frewing

Guests: Betty Schedeen, Ted Spence, Donna Stühr, Paul Bay, Richard Daniels, Steve Dotterrer, David Peach, John MacGregor, Bebe Rucker

Staff: Bill Ockert, Karen Thackston, Marilyn Holstrom, Denton Kent, Linda Brentano, Bob Haas, Dick Bolen, Terry Bolstad, Michael Ogan, Andy Cotugno, Keith Lawton, Richard Brandman, Pam Juett

MEDIA: None

SUMMARY:

1. AUTHORIZING FEDERAL FUNDS FOR N.W. FRONT AVENUE AND THE N.W. PORTLAND TRANSPORTATION STUDY

Bill Ockert reported that TPAC has considered both projects and recommended funding approval. The Regional Planning Committee of the Council reviewed them and did not raise any questions. Ted Spence noted that the Front Avenue project should have had \$50,000 for preliminary engineering in FY 1980 and that City of Portland, Multnomah County and Washington County have agreed. He asked that the attachment be amended to indicate this. Don Clark moved and was seconded to recommend the resolution with the amended attachment. Larry Cole asked that the Agenda Management Summary and Resolution be clarified to indicate that the N.W. Transportation Study will not re-examine the N.W. Front Ave. project.

The MOTION was adopted unanimously.

2. AUTHORIZATION OF FUNDING FROM THE I-505 CITY RESERVE - Going Street Noise Mitigation Construction Project

Bill Ockert reported that preliminary engineering on this project had been approved previously. The City of Portland has now requested authorization of right-of-way and construction funds. The cost of construction has increased and cannot be fully covered by already awarded EDA funds, therefore, a request has been made by Portland

to utilize I-505 City Reserve funds to cover the additional cost (\$1,105,000). TPAC concured with the request. Bill Ockert noted that the Resolution needed a correction on Resolve #2 to indicate that the \$1,075,000 covers only right-of-way acquisition and construction. Dick Carroll moved and was seconded to recommend authorization of the funds.

The MOTION passed unanimously.

3. AUTHORIZATION OF FUNDING FOR THE ARTERIAL STREET OVERLAY PROGRAM IN THE CITY OF PORTLAND

Bill Ockert reported that the I-505 withdrawal funds were being used as a substitute for Federal Aid Urban funds that would have been applied to this project. The City of Portland now requests an allocation of the funds for several resurfacing projects. Previously, funds had been authorized for preliminary engineering. TPAC has recommended approval.

Steve Dotterer indicated it is Portland's intention to come back each year for the next five years to request approximately the same amount of funds for street resurfacings. Larry Cole moved and was seconded to recommend adoption of the Resolution.

The MOTION was adopted unanimously.

4. UNIFIED WORK PROGRAM - Status Report

Bill Ockert noted that a draft of the UWP was mailed out to the JPACT members. A number of studies are being proposed dealing with a variety of issues. Bill briefly described each of the studies and programs. The federal agencies have reviewed the UWP and it is presently going through a minor revision and will be in a more final version by May. Don Clark questioned whether the funds for air quality (\$81,000) would be enough to effectively do the job. Bill Ockert reported that the funds should be adequate. The major effort will be to get commitments from jurisdictions and agencies for specific control measures.

Chairman Williamson noted that the UWP would come before JPACT at the next meeting and any further questions could then be answered.

5. REGIONAL TRANSPORTATION PLAN

Staff Report 66 which detailed further development of the policy direction for the RTP since release of the RTP first draft was distributed to the JPACT members. Andy Cotugno began the discussion by noting that the first draft of the RTP had been released

in January for review. It was intended to present an initial policy direction for discussion purposes, to collate committed projects, and to describe how well the transportation system would handle the travel demands by the year 2000.

The largest single issue discussed at the meeting was the policy direction for the region.

Andy reported that the most important problem impacting transportation is the expected 50% increase in population in the region. The thrust of the RTP is to decrease the dependency on the single-occupant automobile through improved transit service, ride-sharing, and bicycle and pedestrian programs.

Don Clark commented that air quality should be one of the major policy objectives, and should be emphasized more in the objectives. John Frewing asked if the movement of freight was included in the policy. Andy replied that in terms of overall direction the RTP deals with "person travel", however, in the more detailed objectives there is a specific objective to insure movement of goods. Frewing noted that new technological systems could be evolved to deal with freight (truck travel) in the region thus adding to savings in energy and vehicle-miles-traveled. It was mentioned that few studies have been done on freight movement, and that due to the proprietary nature of the movement of goods, it would be difficult to compile such information.

Chairman Williamson asked the committee if the policy of lessening vehicle-miles should be applied to freight. It was suggested that the next draft of the plan deal with this potential. Donna Stuhr mentioned that the concept of staggered work hours could be applied to the movement of freight.

John Frewing voiced a concern that in the stated direction that a "comprehensive transportation system be developed" would indicate construction of a system. He asked if the substitution of communication for transportation would fit into the regional picture. Andy replied that the intent of the policy direction is to be broader than building facilities and should be phrased accordingly. Also, substitution of communications for travel could be mentioned in the plan generally. Further evaluation of the implementation is to be made as part of the energy work element to be proposed in the FY 1981 Unified Work Program.

Lloyd Anderson felt that locating jobs, shopping, and homes in close proximity would not necessarily result in shorter or fewer trips. He felt that it needed to be restated so it would not draw the conclusion that just because people lived next to a work area, they would work in that area. Paul Bay indicated that there have been studies done which indicated that if jobs, shopping and housing are located together, it is more likely that

shorter trips will result. Bill Ockert noted that the key is to match level of income, housing and jobs.

Several members commented that the issue of special transportation for handicapped, aged and indigent individuals ought to be addressed in the general policy objectives and not just in the more detailed sections further into the body of the RTP.

Lloyd Anderson asked that the statement of direction recommend funding resources which would have more latitude in their use to allow achievement of the public policies that have been articulated.

Continuing the discussion of the RTP, Andy Cotugno described the proposed performance measures. He noted that the key overall measure of the degree of achieving the policy direction is vehicle-miles-traveled (VMT). Other indicators would be reduction in air pollution and energy consumption and increases in transit ridership and auto occupancy.

The three policy alternatives presented are 1) a base case with demand constrained so that fuel consumption does not increase above 1977 levels, 2) a 10% reduction below the base case; and 3) a 20% reduction below the base case.

Andy suggested that the next draft present control measures which would result in increases in ridesharing to achieve the 10% and 20% reduction. Once these are presented, a recommended set of policies and actions can be developed. Don Clark asked if the air quality standards could still be met even with a 10-20% reduction in transportation with the expected 50% growth in population. Andy replied that estimates would still have to be made. If the air quality standards could not be maintained, he felt greater reductions would have to be made. Commissioner Clark stated that he felt a 10% and 20% reduction was too modest and he could foresee a possibility of reductions being as high as 50% due to a drastic drop in fuel availability. Andy Cotugno pointed out that the 10% and 20% reduction alternatives were targets to reduce energy consumption as a result of local actions and that a 50% fuel curtailment would be the target for an energy contingency plan due to national and international actions.

Lloyd Anderson suggested that planning continue for a 10% and 20% reduction, but that additional planning should take into account for a more drastic cutback in the 50% range. Bill Young noted that a 20% reduction in VMT below the base case also correlates with a 20% increase over 1977 levels. He suggested an alternative where VMT in the year 2000 would not exceed VMT in 1977 (a 34% reduction below the base case). Paul Bay suggested that the worst case (20% reduction) did not necessarily represent a crisis situation, but could conceivably occur gradually through time and planning could be done for incremental improvements.

Bill Ockert asked the JPACT members if a delay of a month to the

production of the next draft of the RTP to accomodate the suggested changes would cause a problem. No objections were raised to an extension.

Bill Young commented on the relationship between air quality standards and how the increase in transportation demand would affect it. He felt that either the policies of the RTP should reflect the possibility of changing the VMT reduction targets once firm data are available, or else the scheduling of the RTP should be such that the strategies are known and defined. The starting point of work should be with figures which would yield enough representative data so that judgements could be made based on it.

Keith Lawton pointed out that air quality attainment could not rest simply on a reduction in fuel availability and that some control measures would be necessary to assure continued reduction in emissions.

The issue of co-location of jobs, shopping and housing was introduced by John Frewing. Lloyd Anderson asked how a greater density could be achieved in Portland. Andy Cotugno replied that Portland was fairly dense but that the outlying cities such as Gresham and Beaverton had the housing but had an imbalance with jobs and shopping opportunities.

Keith Lawton presented population and employment projections. He described the basis of the projections. These forecasts are utilized as a base for transportation planning. Keith then explained in more detail the problems that are occurring with the population figures and their relationship to 1) the Westside Corridor Study; 2) impacts of transit supportive land use changes; 3) the high Washington State forecasts for Clark County versus the lower Metro projection for Clark County; and 4) census results which won't be available until late 1981. With the exception of Clark County, concensus on the Interim II population figures has pretty much been achieved. Bill Ockert requested that comments be sent to him as soon as possible on the projections.

Andy Cotugno presented the section on Functional Classification and spoke briefly about each of the classifications presented in the RTP. He noted that the Functional Classification system can provide a means for applying many of the policies in the RTP.

Bill Young raised the question of how access can be limited on the principal arterials to enable it to function as it was designed to do. Powell Blvd. was mentioned as a good example of this problem. As the committee discussed this problem, a variety of suggestions were mentioned including limiting the distribution of funding as a control measure, requiring an access plan so that when facilities are reconstructed the land use functions can be

made more compatable with the highway function, and establishing standards and criteria in the local plans to support the desired policy.

Donna Stuhr mentioned that she thought that any streets which qualify for federal funds should be part of the Regional Transportation Plan. Bill Young questioned this policy. He asked how regional need would be defined. Donna mentioned that each single aspect of the RTP need not be regional, but each component supports another to provide a regional network. Bill Young felt that more appropriate "tools" such as review of local plans were available rather than the funding issue.

Bill Ockert suggested that a high level of traffic service on principal and major arterial roads would allow a diversion of through traffic from local streets.

The discussion turned to the subject of devising a process for involving local jurisdictions. Don Clark suggested preparing a movie or slide show which could be presented at city council meetings and before citizen groups to get them more involved in the RTP. This could also be shown on television with comments solicited.

:pj

DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

THE OREGON DIVISION - Salem
UNITED STATES GOVERNMENT

memorandum

Subject: Portland-Vancouver Transportation
Planning Process Certification

Date: December 14, 1979

From: G. L. Green, Division Administrator

Reply to
Attn. of: HRP-OR/724.41

To: Mr. F. B. Klaboe, Director, Oregon Department of Transportation

Attached is a copy of the joint FHWA/UMTA certification determination together with the supporting evaluation report for the transportation planning process in the Portland-Vancouver urbanized area. The Urban Mass Transportation Administration is forwarding a copy of the certification determination to the Metropolitan Service District.

The last previous certification review was conducted in 1977 at which time several deficiencies were noted. Mr. Ted Spence of your Metro staff and Mr. William Ockert and the Transportation Department of MSD are to be congratulated on the progress made in correcting these matters during the past two years. This achievement is all the more remarkable in view of the splitting of the original metropolitan planning organization into two separate agencies on January 1, 1979.

The certification determination should be made available to the policy committee for transportation planning for the area. Please advise when this item is on the meeting agenda so that we may be present to comment and answer questions in regard thereto.

Original Signed By
R. M. ARENZ
Div. Trans. Planner
Engineer
G. L. Green

Attachment

cc:
Washington Division (HRP-WA)
✓ Region Office (HRP-010.2)
ODOT/Metro (Ted Spence) w/attach.



Port of Portland

Box 3529 Portland, Oregon 97208
503/231-5000
TWX: 910-464-6151

April 9, 1980

Mr. Charles R. Williamson, Chairman
Joint Policy Advisory Committee on Transportation
Metropolitan Service District
527 S.W. Hall Street
Portland, OR 97212

Dear Charlie:

As you requested at the March JPACT meeting, I have summarized below what I feel to be major issues in the continuing management of the federal interstate transfer funds.

Now that the METRO Regional Reserve has nearly all been allocated to area jurisdictions, I would like to again stress the importance of METRO's efforts to manage the expenditure of Portland's interstate transfer funds. Recent steps taken by METRO will make this job easier:

- o The quarterly Transportation Improvement Plan (TIP) has been improved and now contains year-by-year accounting of federal and local funding requirements. This allows us to see what projects are "slipping."
- o The METRO Council recently approved a streamlined approval system that allows METRO-controlled funds to flow to and between jurisdictions with a minimum of red tape.

This is a good start toward a comprehensive financial management program. However, additional procedures and strong policies will be needed to insure that all of our allocated funds are spent. I am suggesting below three measures that might help in the process.

Funds Management

The Transportation Improvement Program at METRO only describes the planned expenditures of withdrawal money. ODOT maintains a separate accounting of funds as they are actually used. It seems that both of these records should be combined (perhaps as a regular verbal presentation to JPACT) to give a better picture of the financial condition of the projects.

As a beginning, ODOT or METRO should compare each successive TIP and document all projects whose funding or work plan has slipped. Where remedial project management cannot restore an acceptable timetable for a given project, the METRO Council, following review by its committees, should drop the project and reassign the funds. Substitute projects should be available to take up any slack.

Mr. Charles R. Williamson, Chairman
Page 2
April 9, 1980

Pledge of Match

The "pledge" of local match support remains a potential weak link in the interstate withdrawal process. Some projects are now dragging for want of local funds. The trend of high construction cost inflation could make the situation worse.

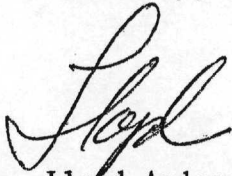
To correct this problem, perhaps local jurisdictions should be required to program their "match requirements" at the same time they submit their funding plan for inclusion in the TIP. When federal funds are available, the local funds should be placed in some form of trust. The funds could be invested to provide a partial hedge against cost overruns. Under this procedure, delays in projects will, in turn, tie up the local funds. This creates a strong incentive to move promptly and to voluntarily terminate projects that become undesirable or impractical.

New Federal Legislation

Much of the region's troubles stem from federal legislation and the underlying capabilities of the General and Highway Trust funds. Jurisdictions have federal obligations of funds that must be exercised by 1986. Yet all commitments cannot be supported by authorized general fund outlays or by the trust fund, as has recently been proposed. As it now stands the Portland region alone will be requesting over one half of all available nationwide transfer funds between now and 1986.

METRO and the local jurisdictions must communicate the approaching crisis with clarity and strongly advise that reforms be implemented. Our congressional delegation and the Department of Transportation should be continually reminded of the problem.

Sincerely,



Lloyd Anderson
Executive Director

cc: Bill Ockert
Metropolitan Service District

Bob Bothman
Oregon Department of Transportation

PL7C

FHWA/UMTA CERTIFICATION DETERMINATION
of the Transportation Planning Process
in the

Portland, Oregon - Vancouver, Washington Urbanized Area

The Urban Mass Transportation Administration (UMTA) and Federal Highway Administration (FHWA) have completed a review and evaluation of the transportation planning process in the Portland-Vancouver urbanized area. In doing so, the Environmental Protection Agency (EPA) was consulted on the air quality aspects. We have determined that the process substantially meets the requirements of the Joint FHWA/UMTA planning regulations dated September 17, 1975 (23 CFR 450A and 49 CFR 613A) with the following deficiencies:

1. A new regional transportation plan (or plans) should be completed and endorsed by both the Metropolitan Service District (Metro) and the Regional Planning Council of Clark County (RPC) within a year. It (they) should include a long-range element and a Transportation Systems Management (TSM) element for both highways and transit, and cover both the Oregon and Washington portions of the urbanized area. Also, the short range transit plans of Tri-Met and Vancouver Transit should be completed and endorsed by Tri-Met and City of Vancouver and incorporated into the TSM element. Issues of interstate significance should be clearly identified and discussed in the transportation plan(s). The status of the plan(s) will be a critical issue during the next certification review.

It is essential that there be a transportation plan(s) currently held valid by the two MPOs. If the new plan(s) are not completed within approximately six months, then the existing Interim Transportation Plan and TSM element should be reviewed, revised as necessary and endorsed by both MPOs.

2. The Prospectus should be revised to contain a more complete description of the transportation planning process, especially since two MPOs are responsible for it.

The revised Prospectus should contain an explanation of the multi-year planning program and a fuller description of the status and anticipated accomplishments, procedures and functional responsibility of participating agencies for carrying out each element of the process. The agreements contained in the Prospectus should also be reviewed and replaced as necessary so that copies of all currently executed cooperative agreements are included. Specifically, new agreements between Metro, Oregon Department of Transportation (ODOT) and Tri-Met should be executed.

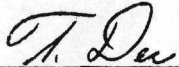
3. The FY 1980 Unified Work Program (UWP) for transportation and air quality planning is very general in nature and only provides a brief outline of work to be undertaken. Supplemental descriptions of work were included with grant applications to several Federal funding agencies to satisfy their need for a more detailed description of work. Future UWPs should contain a more specific description of the work to be undertaken.
4. With the shift in the program period for the TIP covering the Washington portion of the urbanized area, there appears to be a more pronounced difference in programming projects between the Washington and Oregon areas.

FHWA/UMTA urge re-establishment of a common program period for the TIP and development of a single urbanized area TIP as is done with the UWP. If this is not done, the two TIPs should be prepared and endorsed at the same time even if the time periods covered in the two TIPs differ. Issues of interstate significance should be specifically addressed in each TIP.

5. Although coordinative arrangements between the two MPOs have been established through joint representation on various MPO committees, the area should examine ways for more effective policy level coordination, especially for issues of interstate significance. Governor Atiyeh and Governor Ray are considering establishing a bi-state policy body to analyze how that and other objectives may be accomplished.

The transportation planning process is certified for capital funding under FHWA programs and for planning, operating and capital assistance under UMTA programs.

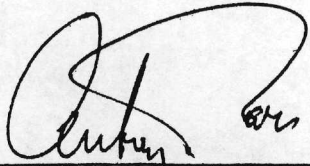
This certification of the planning process will remain in effect until a new certification determination is made.



T. Dec
Regional Director
Office of Planning and Research
Federal Highway Administration

12/10/79

Date



Aubrey Davis
Regional Director
Urban Mass Transportation
Administration

12/7/79

Date

FHWA Certification Review
Portland - Vancouver Urbanized Area

This evaluation forms the basis for FHWA's conclusions on the adequacy of the transportation planning process in the Portland - Vancouver urbanized area. It includes the factors which were jointly agreed upon by Region 10 offices of UMTA and FHWA and established as policy for FHWA certification determinations by Mr. T. Dec's February 27, 1978 memorandum. It also considers the FHWA/UMTA Policy on this process issued in May 1979.

1. Metropolitan Planning Organization (MPO)

Effective January 2, 1979, two MPO's had been designated for carrying out the planning process in the Portland-Vancouver urbanized area — the Metropolitan Service District (Metro) for the Oregon portion of the urbanized area and the Regional Planning Council of Clark County (RPC) for the Washington portion. These designations replace the former MPO, the Columbia Region Association of Governments (CRAG), because it was merged with a reorganized Metro. Since local elected officials of Washington were not satisfied with organizational arrangements for officials participating in Metro, they sought and obtained designation of RPC as an MPO by the Governor of Washington on January 2, 1979.

Metro was originally designated by the Governor of Oregon on November 22, 1978. That was an interim designation effective January 1, 1979 through September 30, 1979. That interim period was to assure continuity of the transportation planning program between the time CRAG went out of existence and the remainder of the Federal fiscal year. During that period, it was expected that various administrative matters, such as Oregon DOT technical and policy participation, funding, local advisory committees, etc., would be addressed. The Governor of Oregon renewed Metro's designation on November 6, 1979. The delay in redesignation was due to concerns with A-95 review functions outside the Metro boundaries and had nothing to do with the urban transportation planning/programming function within Metro's jurisdiction.

The RPC is a voluntary organization in which principal elected officials of general purpose local governments of Washington are adequately represented. It also provides an opportunity for a representative of Metro to officially participate in RPC, but that is not occurring.

Metro, on the other hand, is a directly elected regional government with 12 councilors elected from subdistricts. Principal elected officials of general purpose local governments in Oregon provide advice to the Metro Councilors through a Local Elected Officials Advisory Committee. Advice on transportation planning/programming matters is provided through a subcommittee called the Joint Policy Advisory Committee for Transportation (JPACT) which also advises RPC.

JPACT consists on several Metro Councilors (the Metro Transportation Committee — a standing committee of the Metro Council); principal elected officials of general purpose local governments in both Oregon

and Washington (Multnomah County, Clackamas County, Washington County, City of Portland, Clark County, City of Vancouver, etc.); and the implementing agencies of Oregon and Washington (Oregon DOT, Washington DOT, Tri-Met, Port of Portland, and Oregon DEQ). It is JPACT which provides the "forum for cooperative decision making by principal elected officials of general purpose local governments." Its recommendations are ratified by Metro and RPC.

JPACT appears to be functioning well with an exception being the participation of the City of Portland. Its representatives have not yet participated in JPACT meetings. It is understood Portland's Mayor will become active in JPACT. It is essential that an elected official, preferably the Mayor, of the largest City in the metropolitan area be a participating member of the committee to maintain its viability.

Although coordinative arrangements between the two MPO's have been established through joint representation on various MPO committees, it appears that additional policy level coordination is needed. This has been recognized in Governor Atiyeh's October 22, 1979 proposal to Governor Ray for formation of a bi-State policy body to analyze how that, and other objectives, could be accomplished.

In addition to being designated MPO's for transportation planning/programming purposes, Metro and RPC are also recognized by OMB as A-95 review agencies for their respective areas. Both are also recipients of FHWA metropolitan planning funds under 23 USC 104 (f)(3); UMTA technical assistance funds under Section 8 of the Urban Mass Transportation Act of 1964, as amended; and EPA transportation air quality planning funds under Section 175 of the Clean Air Act, as amended.

With Portland's anticipated participation in JPACT, the above organization arrangements satisfy FHWA/UMTA requirements for MPO designation and local elected officials representation in MPO. However, more effective ways for policy level coordination should be examined. FHWA and UMTA policy, as expressed in the joint urban planning regulations, still prefers that a single MPO cover single urbanized areas.

2. Agreements

A Memorandum of Agreement between Metro and RPC was executed on September 6, 1979 which outlines the means by which transportation planning/programming activities under the two MPO's will be coordinated. An Interstate Working Agreement for Air Quality Planning was also executed between Metro and RPC in March 1979 which indicates how they will cooperate in transportation-air quality planning activities for their respective State Implementation Plans.

RPC and WSDOT executed a combined cooperative agreement for planning and fiscal agreement for metropolitan planning funds on March 27, 1979. RPC and the City of Vancouver as the transit operator also executed a cooperative agreement on July 1, 1979.

A tri-party cooperative agreement among CRAG, ODOT, and Tri-Met was executed on Oct. 10, 1978. This agreement needs to be updated by July 1, 1980.

Metro and ODOT annually execute a fiscal agreement for use of FHWA metropolitan planning and transition quarter funds by Metro.

Upon execution of a new Metro/ODOT/Tri-Met agreement(s), cooperative agreements are satisfactory. Fully executed copies of all these current agreements should be included in the next revision of the Prospectus.

3. Geographic Scope

The transportation planning process adequately covers the urbanized and urbanizing area in Oregon and Washington. A description of these boundaries, with maps, should be included in the next Prospectus.

4. Prospectus and Unified Work Program (UWP)

A Prospectus (dated June 79) for transportation planning under the two MPO's was endorsed by JPACT on July 12, 1979, Metro on July 26, 1979, and RPC on July 4, 1979.

This Prospectus does a poor or inadequate job of establishing a multi-year framework for the planning program, and describing for each element of the process the status and anticipated accomplishments, procedures for carrying it out, and functional responsibilities of each agency.

With two MPO's covering the urbanized area, especially with one as nationally unique as Metro, FHWA and UMTA had expected a rather complete Prospectus would have been developed for this process. It should not only describe the procedures to be used by each MPO for each element, but also the coordination of each element between the two MPO's. It should also document in place roles/responsibility/procedures for use as a management tool for the MPO's, State DOT's, and transit operators for carrying out a cooperative and integrated transportation planning - air quality planning process.

Using the Intermodal Planning Group Guidelines, the Prospectus should be revised to adequately describe the planning process, as discussed above, and should also include previously mentioned executed agreements and description of the planning area.

A UWP was prepared for work to be undertaken in FY 80 which is an aggregation of each MPO's work statements. It was endorsed by JPACT on May 10, 1979, Metro on May 24, 1979, and RPC on August 20, 1979.

The work statements in the UWP are very general in nature and only provide a brief outline of work to be undertaken. FHWA, UMTA, and EPA commented about the lack of detail in the UWP in the Intermodal Planning Group review comments.

More definitive statements of work are left to be provided in grant applications resulting in additional reviews and delay in Federal funding approvals.

Future UWP's should contain more specific descriptions of work. FHWA and UMTA will work more closely with MSD and RPC staffs in development of the next UWP.

5. Transportation Plan

An Interim Transportation Plan was originally developed and endorsed on June 18, 1975. It has since been revised several times with the last amendment being in June 1978.

The original Transportation System Management (TSM) element of the plan was endorsed March 25, 1975. It was supplemented with the results of an UMTA funded TSM Prototype Study which was endorsed on July 1978.

Efforts have been underway over the last three years to develop a regional transportation plan to replace the interim plan. A draft plan is expected to be completed in December 1979 for the Oregon portion of the urbanized area. It will include both a long-range and TSM element. A draft plan for the Washington portion is expected in the Spring of 1980.

FHWA and UMTA are concerned about the adequacy of the area's transportation plan and its use in current decisionmaking. Also, there is slow progress in developing short-range transit plans in both portions of the area.

Because a plan currently held valid by both MPO's is required, it is imperative that an updated regional long-range and TSM plan (covering highways and transit for both portions of the urbanized area) be developed and endorsed as expeditiously as possible. Should development of an updated plan exceed the MPO's current schedule, it would be appropriate for the MPO's to again review the current plans, make necessary revisions, and endorse them. In any event, both MPO's should take an endorsement action by June 30, 1980 on the transportation plan(s) they consider valid at that point in time.

6. Transportation Improvement Program (TIP)

With two MPO's having been established, the Washington DOT and local agencies have decided, beginning with the FY 80 TIP, to develop a TIP on a calendar year basis as is done by the other Washington State MPO's. Metro will continue using the Federal fiscal year (October to September) as their program period as is done by the other Oregon MPO's.

Although the schedules dovetail with each respective State's procedures for programming projects under FHWA's 23 USC 105, it presents other problems with coordinating the programming of transportation projects, especially UMTA funded discretionary projects under Section 3, within the bi-State urbanized area.

Several options are available for minimizing this problem, including advance endorsement of transit and highway projects in the Washington portion of the area by both MPO's; changing Portland program period to a calendar year basis; or reverting the Vancouver period back to a Federal fiscal year. FHWA/UMTA strongly encourage that both MPO's develop a TIP using the same program period.

The last Washington portion of the TIP that has been available for review has been the FY 1979 TIP. While it adequately described proposed projects, it did not contain a discussion of accomplishments from the previous year. Therefore, there was no way to assess how well local and State agencies are doing in implementing projects.

An analysis of the Washington portion of the FY 1978 and 1979 TIP's showed that only 2.5% of the Urban System funds programmed were actually authorized by FHWA. This type of programming indicates the TIP is not being used as a programming tool. An analysis of the FY 1979 program showed that six Urban System projects were programmed, three of which were a carryover from the FY 78 TIP. Of those six, only one was authorized, resulting in 21% of the funds being authorized. The program was amended by the addition of two additional Urban System projects, both of which were authorized by FHWA. It appears that there has been improvement in use of the TIP in FY 1979.

The last Oregon portion of the TIP is the FY 1980 TIP endorsed by JPACT on August 9, 1979, Metro on August 23, 1979, and RPC on September 26, 1979. The program includes State and local funded projects as well as FHWA and UMTA funded projects. The 1980 annual element of the TIP was approved as the Section 105 FY 1980 program for the Oregon portion of the area. The TIP was reviewed for adequacy with Federal regulations and was found adequate. It includes projects from both the long-range and TSM elements of the transportation plan. Metro uses the TIP as a planning document showing accomplishments as well as withdrawals and deferrals.

7. Social, Economic, and Environmental Efforts (SEE)

The previous MPO, CRAG, had prepared a "planning overview" which was an initial effort in inventorying social, economic, and environmental data. A review of various planning reports demonstrates consideration of appropriate social, economic, and environmental effects in various studies.

With the transportation plan being updated, the plan report(s) should document consideration of the social, economic, and environmental effects of the plan.

8. Air Quality

Metro and RPC have been designated as local agencies for air quality planning in their respective non-attainment areas and have executed a cooperative agreement to coordinate their air quality planning activities. Both areas have submitted State Implementation Plans which are currently being reviewed by EPA.

Metro has made a good air quality consistency determination on their portion of the FY 1980 TIP in conjunction with the TIP endorsement. Their analysis in support of the determination is documented in Staff Report No. 51 "Determination of the Consistency of the Transportation Improvement Program with Air Quality Plans for the MSD Region" dated August 15, 1979.

RPC has drafted a consistency determination for their portion of the FY 1980 TIP which is modelled after Metro's determination.

An air quality consistency determination should also be conducted in conjunction with both MPO's anticipated endorsement of their new transportation plan or re-endorsement of the Interim Plan.

9. Public Involvement

The public is involved in the planning process primarily through citizen representation on various Metro committees and through public meetings held by Metro and RPC on various phases of the planning process. It is fully expected that the public will be amply involved in review and comment on the new transportation plan being developed and that involvement will be documented in the plan report.

10. Civil Rights

UMTA conducts a rather thorough Civil Rights certification for each recipient of UMTA funds. One has been conducted for the Oregon portion and is certified; one is currently being conducted in the Washington portion.

11. Elderly and Handicapped

Both Metro and RPC are taking positive actions in responding to the needs of the elderly and handicapped which is more specifically required under Section 504 of the Rehabilitation Act of 1973 and subsequent US DOT regulations. Transition Plans are expected to be developed for each portion of the urbanized area by July 1, 1980.

12. Energy

Energy is being considered in various studies and projects within the area. Examples include projects which promote high occupancy vehicle and transit usage such as HOV Lanes, the proposed I-5 priority ramps, and Tri-Met's ridesharing program, etc.

A specific recent example of consideration of energy in a planning study is in Metro's Westside Alternative's Analysis. Tri-Met has developed an energy contingency plan for transit operations in the event of another fuel shortfall.

Consideration should be given to energy contingency plans for both portions of the urbanized area. FHWA/UMTA urge consideration of the expansion of the Tri-Met rideshare program into Washington or their start up of a rideshare program. The transportation plan report for the updated plan should also include documentation of energy consideration in its development.

13. Private Mass Transit

The only private operator in the urbanized area is Evergreen Stage Lines which provides service from Camas-Washougal into the City of Portland. It is included in the Public Benefit Area and will be included in the RPC planning program.

14. Technical Activities

Over the past few years, CRAG (and now Metro) has developed considerable in-house expertise for carrying out the technical aspects of the planning process. This has resulted in a shift in work between ODOT and Metro; some technical work such as travel forecasting that was formerly done by ODOT is now performed by Metro staff. Under the two MPO setup, it has been agreed that Metro staff will do much of the technical work for RPC. The various technical activities of the process are being conducted as evidenced in the various Metro reports.

15. Reports

Metro is a prolific producer of planning reports as demonstrated in their report bibliography. The quality of the reports is generally very good.

A G E N D A M A N A G E M E N T S U M M A R Y

TO: TPAC/Regional Planning Council/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal Funds for the City of Portland Central Business District Bicycle Parking Project

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution authorizing \$33,000 under the Bicycle Grant Program (FHWA) to install eight bicycle parking pads at strategic locations in the Central Business District (CBD).
- B. POLICY IMPACT: This action will be consistent with the adopted Regional Bikeways Plan and with the City of Portland's Bicycle Plan. The proposed project is also consistent with Portland region goals and policies to conserve energy and reduce air pollution.
- C. BUDGET IMPACT: The approved Metro budget funds staff planning activities involved in establishing priorities and monitoring project implementation.

II. ANALYSIS:

- A. BACKGROUND: This project would more than double the number of secure, covered bicycle parking spaces in the downtown core by converting eight automobile parking spaces to accommodate 10 to 15 bicycles each. The project would encourage bicycling directly, since lack of adequate parking is a major deterrent to bicycling. The project also would affect bicycling indirectly, by demonstrating the City's commitment to bicycling as a legitimate form of transportation and deserving space in the public right-of-way for parking. Funding would be 75 percent by the Federal Highway Administration (FHWA) grant and 25 percent by Portland's share of 1 percent State Gas Tax earmarked for bicycle projects.
- B. ALTERNATIVES CONSIDERED: The City of Portland has already installed nine bicycle storage lockers downtown. In May, the City will install four different kinds of racks in the block facing Pioneer Courthouse. The effectiveness of a demand for the lockers and the different types of racks over the next five months will be evaluated before deciding what kind of parking facilities to install.
- C. CONCLUSION: Based on Metro staff analysis, it is recommended that the attached Resolution funding the project be approved.

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL FUNDS FOR THE CITY OF)
PORTLAND CENTRAL BUSINESS DISTRICT)
BICYCLE PARKING PROJECT)

WHEREAS, The CRAG Board of Directors adopted a Bikeway Plan for the Columbia-Willamette Region; and

WHEREAS, Bicycle parking is included as an element of that plan; and

WHEREAS, The City of Portland has requested an amendment to the Transportation Improvement Program (TIP) to include a Central Business District (CBD) Bicycle Parking Project; and

WHEREAS, This project will utilize funds under the Federal Highway Administration (FHWA) Bicycle Grant Program; and

WHEREAS, The project is consistent with Portland region goals and policies to conserve energy and reduce air pollution; and

WHEREAS, The Metro System Planning Analysis (Exhibit A) indicates that the project will help meet the need for additional bicycle parking in the City of Portland CBD; now, therefore,

BE IT RESOLVED,

1. That federal funds in the amount of \$33,000 under the FHWA Bicycle Grant Program be authorized for this project.

2. That the TIP and its annual element be amended to reflect this authorization as set forth in Exhibit "B."

3. That the Metro Council finds the project in accordance with the region's continuing, cooperative, comprehensive planning process.

SYSTEMS REPORT FOR PORTLAND CBD BICYCLE PARKING

Objectives

To encourage bicycle ridership to downtown Portland by providing covered, secure bicycle parking.

Approach

Find feasible locations to extend curb and sidewalk into existing on-street parking space and install covered bicycle racks or lockers for 10 - 15 bicycles. Locations will be evenly distributed near preferred downtown bicycle routes. Proximity of existing bicycle parking and physical constraints such as drainage will also be considered in locating the new bike parking facilities.

Anticipated Results

Provision of 80 additional secure, covered bicycle parking spaces should significantly encourage commuter cycling to downtown Portland by persons now utilizing bus and auto.

PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

EXHIBIT B
PORTLAND-VAN
METROPOLITAN AREA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) City of Portland
LIMITS Portland Central Business District LENGTH NA
DESCRIPTION Construct 8 covered bicycle parking pads on downtown streets to provide safe storage for 80 bicycles.

PROJECT NAME Portland CBD
Bicycle Parking
ID No _____
APPLICANT City of Portland

SCHEDULE

TO ODOT _____
PE OK'D _____ EIS OK'D _____
CAT'Y _____ BID LET _____
HEARING _____ COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN
LONG RANGE ELEMENT _____ TSM ELEMENT X

FUNDING PLAN BY FISCAL YEAR (\$000)

	FY 80	FY 81	FY 82	FY 83	FY 84	TOTAL
TOTAL	44,000					44,000
FEDERAL	33,000					33,000
STATE						
LOCAL	11,000					11,000

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ _____
CONSTRUCTION 44,000
RIGHT OF WAY _____
TRAFFIC CONTROL _____
ILLUMIN, SIGNS, _____
LANDSCAPING, ETC _____
STRUCTURES _____
RAILROAD CROSSINGS _____

TOTAL \$ 44,000

LOCATION MAP

SOURCE OF FUNDS (%)

FEDERAL
FAUS (PORTLAND) _____
FAUS (OREGON REGION) _____
FAUS (WASH REGION) _____
UMTA CAPITAL _____ UMTA OPRTG _____
INTERSTATE _____
FED AID PRIMARY _____
INTERSTATE
SUBSTITUTION
Bicycle Grant Program 75%
NON FEDERAL
STATE _____ LOCAL 25%
100%

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Regional Planning Committee/JPACT
FROM: Executive Officer
SUBJECT: FY 1981 Unified Work Program (UWP)

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Approve the UWP containing the transportation planning work program for FY 1981. Authorize the submittal of grant applications to the appropriate funding agencies.
- B. POLICY IMPACT: Approval will mean that grants can be submitted and contracts executed so work can commence on July 1, 1980 in accordance with established Metro priorities.
- C. BUDGET IMPACT: The UWP matches the projects and studies reflected in the proposed Metro budget to be submitted to the Tax Supervisory and Conservation Commission.

II. ANALYSIS:

- A. BACKGROUND: The FY 1981 UWP describes the transportation/air quality planning activities to be carried out in the Portland/Vancouver metropolitan region during the fiscal year beginning July 1, 1980. Included in the document are federally funded studies to be conducted by Metro, Clark County Regional Planning (RPC), Tri-Met, the Oregon Department of Transportation (ODOT) and local jurisdictions.

Four types of planning activities are to be carried out in the fiscal year:

Regional Systems Framework -- Studies directed toward establishing consistent policy direction in addressing the broader systems issues such as how to provide corridor mobility and how to reduce energy consumption and meet air quality standards;

Corridor Studies -- Studies directed toward refining corridor policies so as to achieve a consensus on solutions to the most pressing corridor problems;

Subarea Studies -- Activities which focus on defining plans for correcting mobility problems in critical areas of the region; and

System Planning Support Activities -- Activities undertaken to provide adequate overall planning coordination and to develop technical tools which would be used in the various studies listed above.

- B. ALTERNATIVES CONSIDERED: The alternative of not conducting the various studies was considered and rejected because of critical nature of issues to be addressed in solving the region's transportation problems.
- C. CONCLUSION: The Transportation Policy Alternatives Committee (TPAC) has approved the UWP. The work program for Task III of the Next Energy Analysis and New Technology work element is to be clarified and reviewed later with TPAC.

KT:bk
7935/33

FOR THE PURPOSE OF APPROVING THE)
FY 1981 UNIFIED WORK PROGRAM (UWP))

WHEREAS, The Unified Work Program (UWP) describes all federally-funded transportation/air quality planning activities for the Portland/Vancouver metropolitan area to be conducted in Fiscal Year 1981; and

WHEREAS, The UWP indicates federal funding sources for transportation/air quality planning activities carried out by Metro, Clark County Regional Planning Council (RPC), the Oregon Department of Transportation (ODOT), Tri-Met and the local jurisdictions; and

WHEREAS, Approval of the UWP is required to receive federal transportation planning funds; and

WHEREAS, the UWP is consistent with the proposed Metro budget submitted to the Tax Supervisory and Conservation Commission; and

WHEREAS, the UWP has been reviewed and agreed to by the Transportation Policy Advisory Committee (TPAC); now, therefore,

BE IT RESOLVED,

1. That the UWP is hereby approved.
2. That the UWP is consistent with the continuing, cooperative and comprehensive planning process.
3. That the Metro Executive Officer is authorized to apply for, accept and execute grants and agreements specified in the UWP.

KT:bk

7936/33

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Regional Planning Committee/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal Interstate Funds For Resurfacing,
Restoration and Rehabilitation (3R) Project on I-84 -
Sundial Road to Sandy Blvd.

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Adopt the attached Resolution which authorizes \$1,012,500 of Federal Aid Interstate funds to repair bridges on I-84 between Sundial Road and the Sandy River.
- B. POLICY IMPACT: This action will amend the Transportation Improvement Program (TIP) and enable the Oregon Department of Transportation to obligate the funds.
- C. BUDGET IMPACT: The approved Metro budget includes funds to monitor federal funding commitments.

II. ANALYSIS:

- A. BACKGROUND: The Oregon Department of Transportation has requested the TIP be amended to include this project. The objective of this project is to repair and overlay the roadway deck surfaces of six bridges on I-84 between Sundial Road and the Sandy River and to provide new shoulder rails on the two Sandy River bridges.
- B. ALTERNATIVES CONSIDERED: This project is necessary to extend the useful life (10 to 20 years) of the six bridges and their surfaces. It will ensure that the condition of these facilities is maintained at a level which will meet federal guidelines for the interstate system.

By not taking corrective actions in attaining federal guidelines, future interstate funds could be penalized by reduction in their apportionment to Oregon (Title 23, Sec. 119, USC). In addition, further deterioration (unless corrected) can be expected requiring eventual restoration costs many times over those currently needed.

- C. CONCLUSION: Metro staff recommends approval of the attached Resolution.

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL INTERSTATE FUNDS FOR A)
RESURFACING, RESTORATION AND)
REHABILITATION (3R) PROJECT ON I-84)
SUNDIAL ROAD TO SANDY BOULEVARD)

WHEREAS, The Metro Council adopted Resolution No. 79-80
which endorsed the FY 1980 Transportation Improvement Program (TIP);
and

WHEREAS, The Transportation Improvement Program includes
projects which utilize Federal Aid Interstate funds; and

WHEREAS, The Oregon Department of Transportation has
requested that the Transportation Improvement Program be amended to
include a new project which will utilize \$1,012,500 in Federal Aid
Interstate funds;

WHEREAS, This project will repair and overlay six bridges
on I-84 between Sundial Road and the Sandy River; and

WHEREAS, Obligation of the Funds will take place in FY
1980; now therefore,

BE IT RESOLVED,

1. That \$1,012,500 in Federal Aid Interstate funds be
authorized for repair, restoration and reconstruction of the six
bridges identified in Exhibit "A."

2. That the TIP and its annual element be amended to
reflect this authorization.

3. That the Metro Council finds the project in
accordance with the region's continuing, cooperative, comprehensive
planning process.

PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

PORTLAND-VANCOUVER
METROPOLITAN AREA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) Oregon Department of Transportation

LIMITS Sundial Road - Sandy River LENGTH 1.0 mile

DESCRIPTION This project will repair and overlay the roadway deck surfaces of six bridges on the Columbia River Highway (I-84) between Sundial Road and the Sandy River. In addition, new shoulder rails will be provided on the two Sandy River bridges.

PROJECT NAME Sundial Road-Sandy River, Columbia River Highway.

ID No _____

APPLICANT Oregon Dept. of Transp.

SCHEDULE

TO ODOT _____

PE OK'D _____ EIS OK'D _____

CAT'Y _____ BID LET _____

HEARING _____ COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN

LONG RANGE ELEMENT _____ TSM ELEMENT _____

FUNDING PLAN BY FISCAL YEAR (\$000)

	FY 78	FY 79	FY 80	FY 81	FY 82	TOTAL
TOTAL	_____	_____	1,350	_____	_____	1,350
FEDERAL	_____	_____	1,012	_____	_____	1,012
STATE	_____	_____	338	_____	_____	338
LOCAL	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ _____

CONSTRUCTION _____

RIGHT OF WAY _____

TRAFFIC CONTROL _____

ILLUMIN, SIGNS, _____

LANDSCAPING, ETC _____

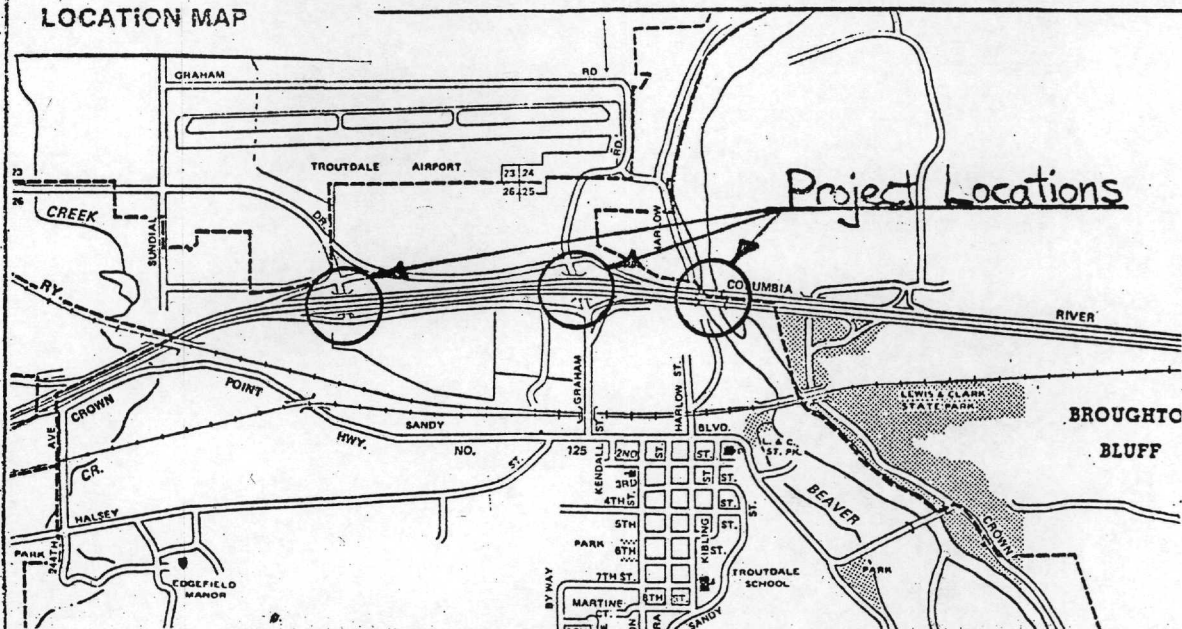
STRUCTURES 1,350,000

RAILROAD CROSSINGS _____

1,350,000

TOTAL \$ _____

LOCATION MAP



SOURCE OF FUNDS (%)

FEDERAL _____

FAUS (PORTLAND) _____

FAUS (OREGON REGION) _____

FAUS (WASH REGION) _____

UMTA CAPITAL _____ UMTA OPRTG _____

INTERSTATE 75

FED AID PRIMARY _____

INTERSTATE _____

SUBSTITUTION _____

NON FEDERAL _____

STATE 25 LOCAL _____

EXHIBIT "A"

A G E N D A M A N A G E M E N T S U M M A R Y

TO: TPAC/Regional Planning/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal I-505 Funds for Preliminary Engineering of the Terwilliger/Barbur Blvd. Project

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution authorizing \$750,000 of I-505 Federal Interstate Transfer funds to support preliminary engineering by the Oregon Department of Transportation (ODOT) of the Terwilliger/Barbur Blvd. project. Funds for this project are available from the I-505 City Reserve.
- B. POLICY IMPACT: The Terwilliger/Barbur project is one of 17 priority projects identified by the City of Portland for use of the I-505 City Reserve. The project addresses a set of critical problems in the Terwilliger/I-5 interchange area including structural inadequacies of the Terwilliger Bridge over I-5, congestion and geometric problems at the Terwilliger/Barbur intersection, deficient ramp connections from I-5, and excessive through traffic on Terwilliger Blvd. A number of options for correcting these problems have been suggested which need further investigation. The preliminary engineering study by ODOT, in conjunction with a Metro system planning analyses, will allow an adequate investigation of these options. Once this investigation is undertaken and the options narrowed, a request for authorizing federal funds for right-of-way acquisition and construction of the project would be submitted by Portland.
- C. BUDGET IMPACT: The approved Metro budget includes funds to monitor federal funding commitments. Using budgeted funds, Metro staff, in cooperation with the City of Portland, will continue to evaluate projects proposed to be funded with I-505 Withdrawal funds. The systems analysis to be undertaken by Metro of the options is separately budgeted in the FY 1981 Unified Work Program as a component of the Technical Assistance work element.

II. ANALYSIS:

- A. BACKGROUND: This project was identified during neighborhood meetings (beginning in late 1974) leading to the development and adoption of the Arterial Streets Classification Policy (City of Portland, 6/77). The project is part of the I-505 Withdrawal Program initiated by the Portland City Council in November, 1978. Improved traffic, bicycle and pedestrian safety at this location is

supported by the local neighborhood. Study of project alternatives has been requested by the South Burlingame Neighborhood Association. The project has been in Bureau of Streets and Structural Engineering's Capital Improvements Program since 1974.

The City of Portland planning staff has identified a number of project options. Some of these options would result in changes in the function of various highways in the area (e.g., changes in access to I-5 is proposed) and therefore requires a systems analysis. Such an analysis would be carried out by Metro with the assistance of ODOT this summer. In addition, the options interrelate with the Multnomah Blvd. Light Rail Transit (LRT) alternative being studied in the Westside Corridor Study. Based on the systems analysis, a number of project options, including adequate provisions for bikeways and pedestrian walkways, would be selected for detailing and impacts analysis to be undertaken as part of the preliminary engineering study.

- B. ALTERNATIVES CONSIDERED: A number of alternatives are to be considered including: 1) do nothing; 2) bridge reconstruction or replacement and/or realignment; 3) freeway ramp redesign and possible closure of the northbound ramp; and 4) redesign of Terwilliger/Barbur traffic circle.
- C. CONCLUSION: It is recommended that the attached Resolution funding preliminary engineering be approved to allow a full investigation of the project alternatives.

BP:bk
7827/33

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL I-505 FUNDS FOR PRE-)
LIMINARY ENGINEERING OF THE)
TERWILLIGER/BARBUR BLVD. PROJECT)

WHEREAS, The CRAG Board of Directors, through CRAG Resolution No. BD 781210, agreed that the I-505 freeway should be withdrawn from the Interstate Highway System; and

WHEREAS, Contingent on the official withdrawal of I-505 by USDOT, the CRAG Board of Directors, through CRAG Resolution No. BD 781213, established a City of Portland Reserve to fund highway and transit projects having regional significance; and

WHEREAS, U.S. Department of Transportation in December, 1979, approved the withdrawal of I-505 from the Interstate Highway System; and

WHEREAS, The City of Portland has requested a funding authorization of \$750,000 in federal funds for the Oregon Department of Transportation (ODOT) to conduct preliminary engineering of the Terwilliger/Barbur Blvd. project; and

WHEREAS, The Metro Systems Planning Program has been established to develop and evaluate transportation improvement alternatives, including the development of project objectives and general specifications for regional projects; now, therefore,

BE IT RESOLVED,

1. That \$750,000 of federal I-505 funds be authorized from the City of Portland Reserve account for regional transit/highway improvements for preliminary engineering of the Terwilliger/Barbur Blvd. Project.

2. That evaluation of project alternatives, including adequate provisions for bikeways and pedestrian walkways, be done in conjunction with the Metro systems planning program and with the assistance of ODOT to ensure an adequate analysis of the impacts on the overall transportation system.

3. That the preliminary engineering study by ODOT be closely coordinated with the Westside Corridor Study.

4. That further implementation of this project in the form of right-of-way acquisition and construction be subject to future Council action when required.

5. That the Transportation Improvement Program (TIP) and its Annual Element(s) be amended to reflect the authorization as set forth in Exhibit "B."

6. That the Metro Council finds the project in accordance with the region's continuing, cooperative, comprehensive planning process.

BP:bk
7831/33

Systems Report for Terwilliger/Barbur Blvd. Project

Objectives: Eliminate circuitous traffic movements. Improve the connections from the regional to the City traffic network. Replacement of Terwilliger Bridge. Minimize the impact of through traffic on residential neighborhoods. Improve access to local business along Barbur Blvd. Increase pedestrian, bicycle and vehicle safety. Improve transit transfer opportunities.

Approach: Redesign and possible relocation of freeway ramp system. Provide a freeway connection with direct access to Barbur Blvd. Replace the Terwilliger Bridge with a structurally sound overpass. Redesign the Terwilliger/Barbur Traffic Circle to facilitate traffic movement. Possible signal preemption or by-pass at Traffic Circle to provide for transit movement and improve transit transfer facilities. Identify potential location for a transit station serving both light rail and bus traffic on Barbur Blvd. Street improvements to Terwilliger from I-5 south to Taylors Ferry Road including improved roadway, curbs, sidewalks, and street lights. Provide a safe connection of the Terwilliger Bike Path and sidewalks for pedestrian access.

Anticipated Results: Improved connections between regional and City traffic network, providing better defined routes for local and through traffic. A structurally sound overpass. Improved liveability for residential neighborhoods and increased access for local businesses. Safer pedestrian, bicycle, and vehicle environment. Improved traffic flow along Barbur Blvd. Improved access for transit and transfer opportunities.

PROJECT INFORMATION FORM • TRANSPORTATION IMPROVEMENT PROGRAM

EXHIBIT "B"
PORTLAND-VAN
METROPOLITAN
VER
EA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) City of Portland
LIMITS Terwilliger/Barbur Blvd. Inter. to Taylors Ferry LENGTH 0.7 miles
DESCRIPTION Replace overpass over I-5. Redesign of freeway ramp system. Provide a freeway connection with direct access to Barbur Blvd. Redesign Terwilliger/Barbur Traffic Circle to facilitate traffic and transit movement. Identify potential transit station serving both light rail and bus traffic on Barbur Blvd. Street improvements on Terwilliger, safe connection of bike path and improved pedestrian access.

PROJECT NAME Terwilliger/Barbur Blvd. Project
ID No FAUS #9361, 9383, 9420
APPLICANT City of Portland

SCHEDULE

TO ODOT _____
PE OK'D _____ EIS OK'D _____
CAT'Y _____ BID LET _____
HEARING _____ COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN
LONG RANGE ELEMENT X TSM ELEMENT _____

FUNDING PLAN BY FISCAL YEAR (\$000)

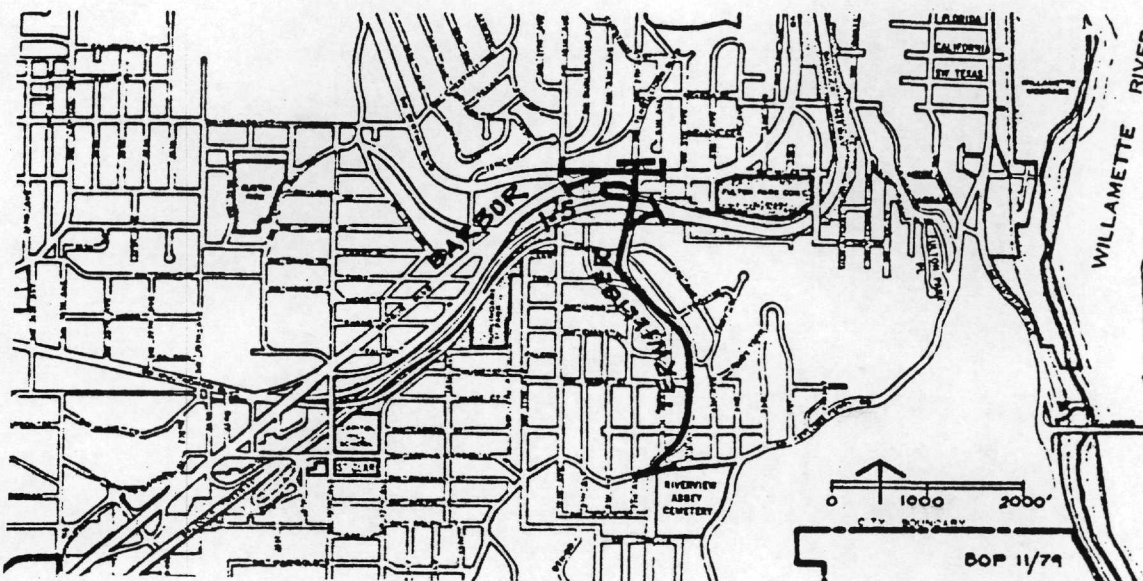
	FY 80	FY 81	FY 82	FY 83	FY 84	TOTAL
TOTAL	118	471	1176	2353	7647	11,765
FEDERAL	100 ^{PE}	400 ^{PE}	1000	2000	6500	10,000
STATE						
LOCAL	18	71	176	353	1147	1,765

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ 882,350
CONSTRUCTION 2,500,000
RIGHT OF WAY 882,350
TRAFFIC CONTROL _____
ILLUMIN, SIGNS, _____
LANDSCAPING, ETC _____
STRUCTURES 7,500,000
RAILROAD CROSSINGS _____

TOTAL \$ 11,764,700

LOCATION MAP



SOURCE OF FUNDS (%)

FEDERAL
FAUS (PORTLAND) _____
FAUS (OREGON REGION) _____
FAUS (WASH REGION) _____
UMTA CAPITAL _____ UMTA OPRTG _____
INTERSTATE _____
FED AID PRIMARY _____
INTERSTATE _____
SUBSTITUTION _____
I-505 85%
NON FEDERAL
STATE _____ LOCAL 15%

COMMITTEE MEETING TITLE JPACT 5-8-80

DATE _____

NAME

AFFILIATION

M	HL MYERS	MAYOR OF GRESHAM
M	JOHN FREWING	TRI-MET
M	DICK CARROLL	WSDOT
M	Charles Williamson	Metro
S	Wm. Ockert	Metro
S	Norton Lent	
G	Jerald Heimbuch	FHWA REG 10 OFFICE
G	John Price	FHWA - Salem
G	PAUL BAY	TRI-MET
G	STEVE DOTERRER	CITY OF PORTLAND
G	T. S. Sana	ODOT
M	Robert Bohman	ODOT
M	Conna Kearney	Clark Co.
G	Anne Lyverston	RPC
G	Karen Sides	FHWA - Salem
G	John MacGregor	PORT OF PORTLAND
S	Bill PETTIS	METRO
G	Daniel Peach	WSDOT
S	Karen Thackston	
S	Andy Cotugno	
	XXXXXXXXXX	

COMMITTEE MEETING TITLE _____

DATE _____

NAME

AFFILIATION

G BILL GREENE FOR BILL YOUNG

O.D.E.Q.

G Babe Rucker



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND OR. 97201, 503/221-1646

A G E N D A

JOINT POLICY ADVISORY COMMITTEE
ON TRANSPORTATION

Date: May 8, 1980

Day: Thursday

Time: 7:30 a.m.

Place: Metro Offices - Conference Room A1/A2

ACTION REQUESTED:

- * 1. Funding Authorization for Preliminary Engineering on Terwilliger/Barbur Interchange
- * 2. I-84 Bridge TIP Amendment
- * 3. Authorizing Funding for a Bicycle Parking Project
- * 4. FY 1980 Unified Work Program

INFORMATION/DISCUSSION

- * 5. FHWA/UMTA Certification - Explanation by Federal Highways
- * 6. Status of Response to Lloyd Anderson's Letter

* Material Enclosed

KT:pj

*AMS for
#s 1, 2, 3, 4
to Priscilla*

MEETING REPORT

DATE OF MEETING: April 9, 1980

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Bill Young, Don Clark, Lloyd Anderson, Dick Carroll, Charlie Williamson, Larry Cole, John Frewing

Guests: Betty Schedeen, Ted Spence, Donna Stühr, Paul Bay, Richard Daniels, Steve Dotterrer, David Peach, John MacGregor, Bebe Rucker

Staff: Bill Ockert, Karen Thackston, Marilyn Holstrom, Denton Kent, Linda Brentano, Bob Haas, Dick Bolen, Terry Bolstad, Michael Ogan, Andy Cotugno, Keith Lawton, Richard Brandman, Pam Juett

MEDIA: None

SUMMARY:

1. AUTHORIZING FEDERAL FUNDS FOR N.W. FRONT AVENUE AND THE N.W. PORTLAND TRANSPORTATION STUDY

Bill Ockert reported that TPAC has considered both projects and recommended funding approval. The Regional Planning Committee of the Council reviewed them and did not raise any questions. Ted Spence noted that the Front Avenue project should have had \$50,000 for preliminary engineering in FY 1980 and that City of Portland, Multnomah County and Washington County have agreed. He asked that the attachment be amended to indicate this. Don Clark moved and was seconded to recommend the resolution with the amended attachment. Larry Cole asked that the Agenda Management Summary and Resolution be clarified to indicate that the N.W. Transportation Study will not re-examine the N.W. Front Ave. project.

The MOTION was adopted unanimously.

2. AUTHORIZATION OF FUNDING FROM THE I-505 CITY RESERVE - Going Street Noise Mitigation Construction Project

Bill Ockert reported that preliminary engineering on this project had been approved previously. The City of Portland has now requested authorization of right-of-way and construction funds. The cost of construction has increased and cannot be fully covered by already awarded EDA funds, therefore, a request has been made by Portland

to utilize I-505 City Reserve funds to cover the additional cost (\$1,105,000). TPAC concured with the request. Bill Ockert noted that the Resolution needed a correction on Resolve #2 to indicate that the \$1,075,000 covers only right-of-way acquisition and construction. Dick Carroll moved and was seconded to recommend authorization of the funds.

The MOTION passed unanimously.

3. AUTHORIZATION OF FUNDING FOR THE ARTERIAL STREET OVERLAY PROGRAM IN THE CITY OF PORTLAND

Bill Ockert reported that the I-505 withdrawal funds were being used as a substitute for Federal Aid Urban funds that would have been applied to this project. The City of Portland now requests an allocation of the funds for several resurfacing projects. Previously, funds had been authorized for preliminary engineering. TPAC has recommended approval.

Steve Dotterer indicated it is Portland's intention to come back each year for the next five years to request approximately the same amount of funds for street resurfacings. Larry Cole moved and was seconded to recommend adoption of the Resolution.

The MOTION was adopted unanimously.

4. UNIFIED WORK PROGRAM - Status Report

Bill Ockert noted that a draft of the UWP was mailed out to the JPACT members. A number of studies are being proposed dealing with a variety of issues. Bill briefly described each of the studies and programs. The federal agencies have reviewed the UWP and it is presently going through a minor revision and will be in a more final version by May. Don Clark questioned whether the funds for air quality (\$81,000) would be enough to effectively do the job. Bill Ockert reported that the funds should be adequate. The major effort will be to get commitments from jurisdictions and agencies for specific control measures.

Chairman Williamson noted that the UWP would come before JPACT at the next meeting and any further questions could then be answered.

5. REGIONAL TRANSPORTATION PLAN

Staff Report 66 which detailed further development of the policy direction for the RTP since release of the RTP first draft was distributed to the JPACT members. Andy Cotugno began the discussion by noting that the first draft of the RTP had been released

in January for review. It was intended to present an initial policy direction for discussion purposes, to collate committed projects, and to describe how well the transportation system would handle the travel demands by the year 2000.

The largest single issue discussed at the meeting was the policy direction for the region.

Andy reported that the most important problem impacting transportation is the expected 50% increase in population in the region. The thrust of the RTP is to decrease the dependency on the single-occupant automobile through improved transit service, ride-sharing, and bicycle and pedestrian programs.

Don Clark commented that air quality should be one of the major policy objectives, and should be emphasized more in the objectives. John Frewing asked if the movement of freight was included in the policy. Andy replied that in terms of overall direction the RTP deals with "person travel", however, in the more detailed objectives there is a specific objective to insure movement of goods. Frewing noted that new technological systems could be evolved to deal with freight (truck travel) in the region thus adding to savings in energy and vehicle-miles-traveled. It was mentioned that few studies have been done on freight movement, and that due to the proprietary nature of the movement of goods, it would be difficult to compile such information.

Chairman Williamson asked the committee if the policy of lessening vehicle-miles should be applied to freight. It was suggested that the next draft of the plan deal with this potential. Donna Stuhr mentioned that the concept of staggered work hours could be applied to the movement of freight.

John Frewing voiced a concern that in the stated direction that a "comprehensive transportation system be developed" would indicate construction of a system. He asked if the substitution of communication for transportation would fit into the regional picture. Andy replied that the intent of the policy direction is to be broader than building facilities and should be phrased accordingly. Also, substitution of communications for travel could be mentioned in the plan generally. Further evaluation of the implementation is to be made as part of the energy work element to be proposed in the FY 1981 Unified Work Program.

Lloyd Anderson felt that locating jobs, shopping, and homes in close proximity would not necessarily result in shorter or fewer trips. He felt that it needed to be restated so it would not draw the conclusion that just because people lived next to a work area, they would work in that area. Paul Bay indicated that there have been studies done which indicated that if jobs, shopping and housing are located together, it is more likely that

shorter trips will result. Bill Ockert noted that the key is to match level of income, housing and jobs.

Several members commented that the issue of special transportation for handicapped, aged and indigent individuals ought to be addressed in the general policy objectives and not just in the more detailed sections further into the body of the RTP.

Lloyd Anderson asked that the statement of direction recommend funding resources which would have more latitude in their use to allow achievement of the public policies that have been articulated.

Continuing the discussion of the RTP, Andy Cotugno described the proposed performance measures. He noted that the key overall measure of the degree of achieving the policy direction is vehicle-miles-traveled (VMT). Other indicators would be reduction in air pollution and energy consumption and increases in transit ridership and auto occupancy.

The three policy alternatives presented are 1) a base case with demand constrained so that fuel consumption does not increase above 1977 levels, 2) a 10% reduction below the base case; and 3) a 20% reduction below the base case.

Andy suggested that the next draft present control measures which would result in increases in ridesharing to achieve the 10% and 20% reduction. Once these are presented, a recommended set of policies and actions can be developed. Don Clark asked if the air quality standards could still be met even with a 10-20% reduction in transportation with the expected 50% growth in population. Andy replied that estimates would still have to be made. If the air quality standards could not be maintained, he felt greater reductions would have to be made. Commissioner Clark stated that he felt a 10% and 20% reduction was too modest and he could foresee a possibility of reductions being as high as 50% due to a drastic drop in fuel availability. Andy Cotugno pointed out that the 10% and 20% reduction alternatives were targets to reduce energy consumption as a result of local actions and that a 50% fuel curtailment would be the target for an energy contingency plan due to national and international actions.

Lloyd Anderson suggested that planning continue for a 10% and 20% reduction, but that additional planning should take into account for a more drastic cutback in the 50% range. Bill Young noted that a 20% reduction in VMT below the base case also correlates with a 20% increase over 1977 levels. He suggested an alternative where VMT in the year 2000 would not exceed VMT in 1977 (a 34% reduction below the base case). Paul Bay suggested that the worst case (20% reduction) did not necessarily represent a crisis situation, but could conceivably occur gradually through time and planning could be done for incremental improvements.

Bill Ockert asked the JPACT members if a delay of a month to the

production of the next draft of the RTP to accomodate the suggested changes would cause a problem. No objections were raised to an extension.

Bill Young commented on the relationship between air quality standards and how the increase in transportation demand would affect it. He felt that either the policies of the RTP should reflect the possibility of changing the VMT reduction targets once firm data are available, or else the scheduling of the RTP should be such that the strategies are known and defined. The starting point of work should be with figures which would yield enough representative data so that judgements could be made based on it.

Keith Lawton pointed out that air quality attainment could not rest simply on a reduction in fuel availability and that some control measures would be necessary to assure continued reduction in emissions.

The issue of co-location of jobs, shopping and housing was introduced by John Frewing. Lloyd Anderson asked how a greater density could be achieved in Portland. Andy Cotugno replied that Portland was fairly dense but that the outlying cities such as Gresham and Beaverton had the housing but had an imbalance with jobs and shopping opportunities.

Keith Lawton presented population and employment projections. He described the basis of the projections. These forecasts are utilized as a base for transportation planning. Keith then explained in more detail the problems that are occurring with the population figures and their relationship to 1) the Westside Corridor Study; 2) impacts of transit supportive land use changes; 3) the high Washington State forecasts for Clark County versus the lower Metro projection for Clark County; and 4) census results which won't be available until late 1981. With the exception of Clark County, concensus on the Interim II population figures has pretty much been achieved. Bill Ockert requested that comments be sent to him as soon as possible on the projections.

Andy Cotugno presented the section on Functional Classification and spoke briefly about each of the classifications presented in the RTP. He noted that the Functional Classification system can provide a means for applying many of the policies in the RTP.

Bill Young raised the question of how access can be limited on the principal arterials to enable it to function as it was designed to do. Powell Blvd. was mentioned as a good example of this problem. As the committee discussed this problem, a variety of suggestions were mentioned including limiting the distribution of funding as a control measure, requiring an access plan so that when facilities are reconstructed the land use functions can be

made more compatible with the highway function, and establishing standards and criteria in the local plans to support the desired policy.

Donna Stuhr mentioned that she thought that any streets which qualify for federal funds should be part of the Regional Transportation Plan. Bill Young questioned this policy. He asked how regional need would be defined. Donna mentioned that each single aspect of the RTP need not be regional, but each component supports another to provide a regional network. Bill Young felt that more appropriate "tools" such as review of local plans were available rather than the funding issue.

Bill Ockert suggested that a high level of traffic service on principal and major arterial roads would allow a diversion of through traffic from local streets.

The discussion turned to the subject of devising a process for involving local jurisdictions. Don Clark suggested preparing a movie or slide show which could be presented at city council meetings and before citizen groups to get them more involved in the RTP. This could also be shown on television with comments solicited.

:pj

DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATIONTHE OREGON DIVISION - Salem
UNITED STATES GOVERNMENTSubject: Portland-Vancouver Transportation
Planning Process Certification

memorandum

Date: December 14, 1979

From: G. L. Green, Division Administrator

Reply to
Attn. of: HRP-OR/724.41

To: Mr. F. B. Klaboe, Director, Oregon Department of Transportation

Attached is a copy of the joint FHWA/UMTA certification determination together with the supporting evaluation report for the transportation planning process in the Portland-Vancouver urbanized area. The Urban Mass Transportation Administration is forwarding a copy of the certification determination to the Metropolitan Service District.

The last previous certification review was conducted in 1977 at which time several deficiencies were noted. Mr. Ted Spence of your Metro staff and Mr. William Ockert and the Transportation Department of MSD are to be congratulated on the progress made in correcting these matters during the past two years. This achievement is all the more remarkable in view of the splitting of the original metropolitan planning organization into two separate agencies on January 1, 1979.

The certification determination should be made available to the policy committee for transportation planning for the area. Please advise when this item is on the meeting agenda so that we may be present to comment and answer questions in regard thereto.

Original Signed By
R. M. ARENZ
Div. Trans. Planner
Engineer
G. L. Green

Attachment

cc:

Washington Division (HRP-WA)
✓ Region Office (HRP-010.2)
ODOT/Metro (Ted Spence) w/attach.



Port of Portland

Box 3529 Portland, Oregon 97208
503/231-5000
TWX: 910-464-6151

April 9, 1980

Mr. Charles R. Williamson, Chairman
Joint Policy Advisory Committee on Transportation
Metropolitan Service District
527 S.W. Hall Street
Portland, OR 97212

Dear Charlie:

As you requested at the March JPACT meeting, I have summarized below what I feel to be major issues in the continuing management of the federal interstate transfer funds.

Now that the METRO Regional Reserve has nearly all been allocated to area jurisdictions, I would like to again stress the importance of METRO's efforts to manage the expenditure of Portland's interstate transfer funds. Recent steps taken by METRO will make this job easier:

- o The quarterly Transportation Improvement Plan (TIP) has been improved and now contains year-by-year accounting of federal and local funding requirements. This allows us to see what projects are "slipping."
- o The METRO Council recently approved a streamlined approval system that allows METRO-controlled funds to flow to and between jurisdictions with a minimum of red tape.

This is a good start toward a comprehensive financial management program. However, additional procedures and strong policies will be needed to insure that all of our allocated funds are spent. I am suggesting below three measures that might help in the process.

Funds Management

The Transportation Improvement Program at METRO only describes the planned expenditures of withdrawal money. ODOT maintains a separate accounting of funds as they are actually used. It seems that both of these records should be combined (perhaps as a regular verbal presentation to JPACT) to give a better picture of the financial condition of the projects.

As a beginning, ODOT or METRO should compare each successive TIP and document all projects whose funding or work plan has slipped. Where remedial project management cannot restore an acceptable timetable for a given project, the METRO Council, following review by its committees, should drop the project and reassign the funds. Substitute projects should be available to take up any slack.

Mr. Charles R. Williamson, Chairman
Page 2
April 9, 1980

Pledge of Match

The "pledge" of local match support remains a potential weak link in the interstate withdrawal process. Some projects are now dragging for want of local funds. The trend of high construction cost inflation could make the situation worse.

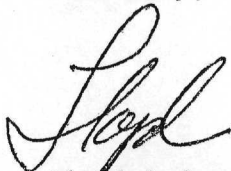
To correct this problem, perhaps local jurisdictions should be required to program their "match requirements" at the same time they submit their funding plan for inclusion in the TIP. When federal funds are available, the local funds should be placed in some form of trust. The funds could be invested to provide a partial hedge against cost overruns. Under this procedure, delays in projects will, in turn, tie up the local funds. This creates a strong incentive to move promptly and to voluntarily terminate projects that become undesirable or impractical.

New Federal Legislation

Much of the region's troubles stem from federal legislation and the underlying capabilities of the General and Highway Trust funds. Jurisdictions have federal obligations of funds that must be exercised by 1986. Yet all commitments cannot be supported by authorized general fund outlays or by the trust fund, as has recently been proposed. As it now stands the Portland region alone will be requesting over one half of all available nationwide transfer funds between now and 1986.

METRO and the local jurisdictions must communicate the approaching crisis with clarity and strongly advise that reforms be implemented. Our congressional delegation and the Department of Transportation should be continually reminded of the problem.

Sincerely,



Lloyd Anderson
Executive Director

cc: Bill Ockert
Metropolitan Service District

Bob Bothman
Oregon Department of Transportation

PL7C

FHWA/UMTA CERTIFICATION DETERMINATION
of the Transportation Planning Process
in the

Portland, Oregon - Vancouver, Washington Urbanized Area

The Urban Mass Transportation Administration (UMTA) and Federal Highway Administration (FHWA) have completed a review and evaluation of the transportation planning process in the Portland-Vancouver urbanized area. In doing so, the Environmental Protection Agency (EPA) was consulted on the air quality aspects. We have determined that the process substantially meets the requirements of the Joint FHWA/UMTA planning regulations dated September 17, 1975 (23 CFR 450A and 49 CFR 613A) with the following deficiencies:

1. A new regional transportation plan (or plans) should be completed and endorsed by both the Metropolitan Service District (Metro) and the Regional Planning Council of Clark County (RPC) within a year. It (they) should include a long-range element and a Transportation Systems Management (TSM) element for both highways and transit, and cover both the Oregon and Washington portions of the urbanized area. Also, the short range transit plans of Tri-Met and Vancouver Transit should be completed and endorsed by Tri-Met and City of Vancouver and incorporated into the TSM element. Issues of interstate significance should be clearly identified and discussed in the transportation plan(s). The status of the plan(s) will be a critical issue during the next certification review.

It is essential that there be a transportation plan(s) currently held valid by the two MPOs. If the new plan(s) are not completed within approximately six months, then the existing Interim Transportation Plan and TSM element should be reviewed, revised as necessary and endorsed by both MPOs.

2. The Prospectus should be revised to contain a more complete description of the transportation planning process, especially since two MPOs are responsible for it.

The revised Prospectus should contain an explanation of the multi-year planning program and a fuller description of the status and anticipated accomplishments, procedures and functional responsibility of participating agencies for carrying out each element of the process. The agreements contained in the Prospectus should also be reviewed and replaced as necessary so that copies of all currently executed cooperative agreements are included. Specifically, new agreements between Metro, Oregon Department of Transportation (ODOT) and Tri-Met should be executed.

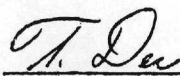
3. The FY 1980 Unified Work Program (UWP) for transportation and air quality planning is very general in nature and only provides a brief outline of work to be undertaken. Supplemental descriptions of work were included with grant applications to several Federal funding agencies to satisfy their need for a more detailed description of work. Future UWPs should contain a more specific description of the work to be undertaken.
4. With the shift in the program period for the TIP covering the Washington portion of the urbanized area, there appears to be a more pronounced difference in programming projects between the Washington and Oregon areas.

FHWA/UMTA urge re-establishment of a common program period for the TIP and development of a single urbanized area TIP as is done with the UWP. If this is not done, the two TIPs should be prepared and endorsed at the same time even if the time periods covered in the two TIPs differ. Issues of interstate significance should be specifically addressed in each TIP.

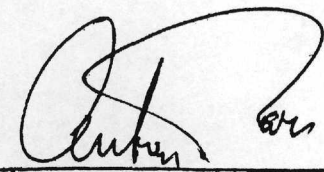
5. Although coordinative arrangements between the two MPOs have been established through joint representation on various MPO committees, the area should examine ways for more effective policy level coordination, especially for issues of interstate significance. Governor Atiyeh and Governor Ray are considering establishing a bi-state policy body to analyze how that and other objectives may be accomplished.

The transportation planning process is certified for capital funding under FHWA programs and for planning, operating and capital assistance under UMTA programs.

This certification of the planning process will remain in effect until a new certification determination is made.



T. Dec 12/10/79
Regional Director Date
Office of Planning and Research
Federal Highway Administration



Aubrey Davis 12/7/79
Regional Director Date
Urban Mass Transportation
Administration

December 10, 1979

FHWA Certification Review
Portland - Vancouver Urbanized Area

This evaluation forms the basis for FHWA's conclusions on the adequacy of the transportation planning process in the Portland - Vancouver urbanized area. It includes the factors which were jointly agreed upon by Region 10 offices of UMTA and FHWA and established as policy for FHWA certification determinations by Mr. T. Dec's February 27, 1978 memorandum. It also considers the FHWA/UMTA Policy on this process issued in May 1979.

1. Metropolitan Planning Organization (MPO)

Effective January 2, 1979, two MPO's had been designated for carrying out the planning process in the Portland-Vancouver urbanized area — the Metropolitan Service District (Metro) for the Oregon portion of the urbanized area and the Regional Planning Council of Clark County (RPC) for the Washington portion. These designations replace the former MPO, the Columbia Region Association of Governments (CRAG), because it was merged with a reorganized Metro. Since local elected officials of Washington were not satisfied with organizational arrangements for officials participating in Metro, they sought and obtained designation of RPC as an MPO by the Governor of Washington on January 2, 1979.

Metro was originally designated by the Governor of Oregon on November 22, 1978. That was an interim designation effective January 1, 1979 through September 30, 1979. That interim period was to assure continuity of the transportation planning program between the time CRAG went out of existence and the remainder of the Federal fiscal year. During that period, it was expected that various administrative matters, such as Oregon DOT technical and policy participation, funding, local advisory committees, etc., would be addressed. The Governor of Oregon renewed Metro's designation on November 6, 1979. The delay in redesignation was due to concerns with A-95 review functions outside the Metro boundaries and had nothing to do with the urban transportation planning/programming function within Metro's jurisdiction.

The RPC is a voluntary organization in which principal elected officials of general purpose local governments of Washington are adequately represented. It also provides an opportunity for a representative of Metro to officially participate in RPC, but that is not occurring.

Metro, on the other hand, is a directly elected regional government with 12 councilors elected from subdistricts. Principal elected officials of general purpose local governments in Oregon provide advice to the Metro Councilors through a Local Elected Officials Advisory Committee. Advice on transportation planning/programming matters is provided through a subcommittee called the Joint Policy Advisory Committee for Transportation (JPACT) which also advises RPC.

JPACT consists on several Metro Councilors (the Metro Transportation Committee — a standing committee of the Metro Council); principal elected officials of general purpose local governments in both Oregon

and Washington (Multnomah County, Clackamas County, Washington County, City of Portland, Clark County, City of Vancouver, etc.); and the implementing agencies of Oregon and Washington (Oregon DOT, Washington DOT, Tri-Met, Port of Portland, and Oregon DEQ). It is JPACT which provides the "forum for cooperative decision making by principal elected officials of general purpose local governments." Its recommendations are ratified by Metro and RPC.

JPACT appears to be functioning well with an exception being the participation of the City of Portland. Its representatives have not yet participated in JPACT meetings. It is understood Portland's Mayor will become active in JPACT. It is essential that an elected official, preferably the Mayor, of the largest City in the metropolitan area be a participating member of the committee to maintain its viability.

Although coordinative arrangements between the two MPO's have been established through joint representation on various MPO committees, it appears that additional policy level coordination is needed. This has been recognized in Governor Atiyeh's October 22, 1979 proposal to Governor Ray for formation of a bi-State policy body to analyze how that, and other objectives, could be accomplished.

In addition to being designated MPO's for transportation planning/programming purposes, Metro and RPC are also recognized by OMB as A-95 review agencies for their respective areas. Both are also recipients of FHWA metropolitan planning funds under 23 USC 104 (f)(3); UMTA technical assistance funds under Section 8 of the Urban Mass Transportation Act of 1964, as amended; and EPA transportation air quality planning funds under Section 175 of the Clean Air Act, as amended.

With Portland's anticipated participation in JPACT, the above organization arrangements satisfy FHWA/UMTA requirements for MPO designation and local elected officials representation in MPO. However, more effective ways for policy level coordination should be examined. FHWA and UMTA policy, as expressed in the joint urban planning regulations, still prefers that a single MPO cover single urbanized areas.

2. Agreements

A Memorandum of Agreement between Metro and RPC was executed on September 6, 1979 which outlines the means by which transportation planning/programming activities under the two MPO's will be coordinated. An Interstate Working Agreement for Air Quality Planning was also executed between Metro and RPC in March 1979 which indicates how they will cooperate in transportation-air quality planning activities for their respective State Implementation Plans.

RPC and WSDOT executed a combined cooperative agreement for planning and fiscal agreement for metropolitan planning funds on March 27, 1979. RPC and the City of Vancouver as the transit operator also executed a cooperative agreement on July 1, 1979.

A tri-party cooperative agreement among CRAG, ODOT, and Tri-Met was executed on Oct. 10, 1978. This agreement needs to be updated by July 1, 1980.

Metro and ODOT annually execute a fiscal agreement for use of FHWA metropolitan planning and transition quarter funds by Metro.

Upon execution of a new Metro/ODOT/Tri-Met agreement(s), cooperative agreements are satisfactory. Fully executed copies of all these current agreements should be included in the next revision of the Prospectus.

3. Geographic Scope

The transportation planning process adequately covers the urbanized and urbanizing area in Oregon and Washington. A description of these boundaries, with maps, should be included in the next Prospectus.

4. Prospectus and Unified Work Program (UWP)

A Prospectus (dated June 79) for transportation planning under the two MPO's was endorsed by JPACT on July 12, 1979, Metro on July 26, 1979, and RPC on July 4, 1979.

This Prospectus does a poor or inadequate job of establishing a multi-year framework for the planning program, and describing for each element of the process the status and anticipated accomplishments, procedures for carrying it out, and functional responsibilities of each agency.

With two MPO's covering the urbanized area, especially with one as nationally unique as Metro, FHWA and UMTA had expected a rather complete Prospectus would have been developed for this process. It should not only describe the procedures to be used by each MPO for each element, but also the coordination of each element between the two MPO's. It should also document in place roles/responsibility/procedures for use as a management tool for the MPO's, State DOT's, and transit operators for carrying out a cooperative and integrated transportation planning - air quality planning process.

Using the Intermodal Planning Group Guidelines, the Prospectus should be revised to adequately describe the planning process, as discussed above, and should also include previously mentioned executed agreements and description of the planning area.

A UWP was prepared for work to be undertaken in FY 80 which is an aggregation of each MPO's work statements. It was endorsed by JPACT on May 10, 1979, Metro on May 24, 1979, and RPC on August 20, 1979.

The work statements in the UWP are very general in nature and only provide a brief outline of work to be undertaken. FHWA, UMTA, and EPA commented about the lack of detail in the UWP in the Intermodal Planning Group review comments.

More definitive statements of work are left to be provided in grant applications resulting in additional reviews and delay in Federal funding approvals.

Future UWP's should contain more specific descriptions of work. FHWA and UMTA will work more closely with MSD and RPC staffs in development of the next UWP.

5. Transportation Plan

An Interim Transportation Plan was originally developed and endorsed on June 18, 1975. It has since been revised several times with the last amendment being in June 1978.

The original Transportation System Management (TSM) element of the plan was endorsed March 25, 1975. It was supplemented with the results of an UMTA funded TSM Prototype Study which was endorsed on July 1978.

Efforts have been underway over the last three years to develop a regional transportation plan to replace the interim plan. A draft plan is expected to be completed in December 1979 for the Oregon portion of the urbanized area. It will include both a long-range and TSM element. A draft plan for the Washington portion is expected in the Spring of 1980.

FHWA and UMTA are concerned about the adequacy of the area's transportation plan and its use in current decisionmaking. Also, there is slow progress in developing short-range transit plans in both portions of the area.

Because a plan currently held valid by both MPO's is required, it is imperative that an updated regional long-range and TSM plan (covering highways and transit for both portions of the urbanized area) be developed and endorsed as expeditiously as possible. Should development of an updated plan exceed the MPO's current schedule, it would be appropriate for the MPO's to again review the current plans, make necessary revisions, and endorse them. In any event, both MPO's should take an endorsement action by June 30, 1980 on the transportation plan(s) they consider valid at that point in time.

6. Transportation Improvement Program (TIP)

With two MPO's having been established, the Washington DOT and local agencies have decided, beginning with the FY 80 TIP, to develop a TIP on a calendar year basis as is done by the other Washington State MPO's. Metro will continue using the Federal fiscal year (October to September) as their program period as is done by the other Oregon MPO's.

Although the schedules dovetail with each respective State's procedures for programming projects under FHWA's 23 USC 105, it presents other problems with coordinating the programming of transportation projects, especially UMTA funded discretionary projects under Section 3, within the bi-State urbanized area.

Several options are available for minimizing this problem, including advance endorsement of transit and highway projects in the Washington portion of the area by both MPO's; changing Portland program period to a calendar year basis; or reverting the Vancouver period back to a Federal fiscal year. FHWA/UMTA strongly encourage that both MPO's develop a TIP using the same program period.

The last Washington portion of the TIP that has been available for review has been the FY 1979 TIP. While it adequately described proposed projects, it did not contain a discussion of accomplishments from the previous year. Therefore, there was no way to assess how well local and State agencies are doing in implementing projects.

An analysis of the Washington portion of the FY 1978 and 1979 TIP's showed that only 2.5% of the Urban System funds programmed were actually authorized by FHWA. This type of programming indicates the TIP is not being used as a programming tool. An analysis of the FY 1979 program showed that six Urban System projects were programmed, three of which were a carryover from the FY 78 TIP. Of those six, only one was authorized, resulting in 21% of the funds being authorized. The program was amended by the addition of two additional Urban System projects, both of which were authorized by FHWA. It appears that there has been improvement in use of the TIP in FY 1979.

The last Oregon portion of the TIP is the FY 1980 TIP endorsed by JPACT on August 9, 1979, Metro on August 23, 1979, and RPC on September 26, 1979. The program includes State and local funded projects as well as FHWA and UMTA funded projects. The 1980 annual element of the TIP was approved as the Section 105 FY 1980 program for the Oregon portion of the area. The TIP was reviewed for adequacy with Federal regulations and was found adequate. It includes projects from both the long-range and TSM elements of the transportation plan. Metro uses the TIP as a planning document showing accomplishments as well as withdrawals and deferrals.

7. Social, Economic, and Environmental Efforts (SEE)

The previous MPO, CRAG, had prepared a "planning overview" which was an initial effort in inventorying social, economic, and environmental data. A review of various planning reports demonstrates consideration of appropriate social, economic, and environmental effects in various studies.

With the transportation plan being updated, the plan report(s) should document consideration of the social, economic, and environmental effects of the plan.

8. Air Quality

Metro and RPC have been designated as local agencies for air quality planning in their respective non-attainment areas and have executed a cooperative agreement to coordinate their air quality planning activities. Both areas have submitted State Implementation Plans which are currently being reviewed by EPA.

Metro has made a good air quality consistency determination on their portion of the FY 1980 TIP in conjunction with the TIP endorsement. Their analysis in support of the determination is documented in Staff Report No. 51 "Determination of the Consistency of the Transportation Improvement Program with Air Quality Plans for the MSD Region" dated August 15, 1979.

RPC has drafted a consistency determination for their portion of the FY 1980 TIP which is modelled after Metro's determination.

An air quality consistency determination should also be conducted in conjunction with both MPO's anticipated endorsement of their new transportation plan or re-endorsement of the Interim Plan.

9. Public Involvement

The public is involved in the planning process primarily through citizen representation on various Metro committees and through public meetings held by Metro and RPC on various phases of the planning process. It is fully expected that the public will be amply involved in review and comment on the new transportation plan being developed and that involvement will be documented in the plan report.

10. Civil Rights

UMTA conducts a rather thorough Civil Rights certification for each recipient of UMTA funds. One has been conducted for the Oregon portion and is certified; one is currently being conducted in the Washington portion.

11. Elderly and Handicapped

Both Metro and RPC are taking positive actions in responding to the needs of the elderly and handicapped which is more specifically required under Section 504 of the Rehabilitation Act of 1973 and subsequent US DOT regulations. Transition Plans are expected to be developed for each portion of the urbanized area by July 1, 1980.

12. Energy

Energy is being considered in various studies and projects within the area. Examples include projects which promote high occupancy vehicle and transit usage such as HOV Lanes, the proposed I-5 priority ramps, and Tri-Met's ridesharing program, etc.

A specific recent example of consideration of energy in a planning study is in Metro's Westside Alternative's Analysis. Tri-Met has developed an energy contingency plan for transit operations in the event of another fuel shortfall.

Consideration should be given to energy contingency plans for both portions of the urbanized area. FHWA/UMTA urge consideration of the expansion of the Tri-Met rideshare program into Washington or their start up of a rideshare program. The transportation plan report for the updated plan should also include documentation of energy consideration in its development.

13. Private Mass Transit

The only private operator in the urbanized area is Evergreen Stage Lines which provides service from Camas-Washougal into the City of Portland. It is included in the Public Benefit Area and will be included in the RPC planning program.

14. Technical Activities

Over the past few years, CRAG (and now Metro) has developed considerable in-house expertise for carrying out the technical aspects of the planning process. This has resulted in a shift in work between ODOT and Metro; some technical work such as travel forecasting that was formerly done by ODOT is now performed by Metro staff. Under the two MPO setup, it has been agreed that Metro staff will do much of the technical work for RPC. The various technical activities of the process are being conducted as evidenced in the various Metro reports.

15. Reports

Metro is a prolific producer of planning reports as demonstrated in their report bibliography. The quality of the reports is generally very good.

A G E N D A M A N A G E M E N T S U M M A R Y

TO: TPAC/Regional Planning Council/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal Funds for the City of Portland Central Business District Bicycle Parking Project

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution authorizing \$33,000 under the Bicycle Grant Program (FHWA) to install eight bicycle parking pads at strategic locations in the Central Business District (CBD).
- B. POLICY IMPACT: This action will be consistent with the adopted Regional Bikeways Plan and with the City of Portland's Bicycle Plan. The proposed project is also consistent with Portland region goals and policies to conserve energy and reduce air pollution.
- C. BUDGET IMPACT: The approved Metro budget funds staff planning activities involved in establishing priorities and monitoring project implementation.

II. ANALYSIS:

- A. BACKGROUND: This project would more than double the number of secure, covered bicycle parking spaces in the downtown core by converting eight automobile parking spaces to accommodate 10 to 15 bicycles each. The project would encourage bicycling directly, since lack of adequate parking is a major deterrent to bicycling. The project also would affect bicycling indirectly, by demonstrating the City's commitment to bicycling as a legitimate form of transportation and deserving space in the public right-of-way for parking. Funding would be 75 percent by the Federal Highway Administration (FHWA) grant and 25 percent by Portland's share of 1 percent State Gas Tax earmarked for bicycle projects.
- B. ALTERNATIVES CONSIDERED: The City of Portland has already installed nine bicycle storage lockers downtown. In May, the City will install four different kinds of racks in the block facing Pioneer Courthouse. The effectiveness of a demand for the lockers and the different types of racks over the next five months will be evaluated before deciding what kind of parking facilities to install.
- C. CONCLUSION: Based on Metro staff analysis, it is recommended that the attached Resolution funding the project be approved.

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL FUNDS FOR THE CITY OF)
PORTLAND CENTRAL BUSINESS DISTRICT)
BICYCLE PARKING PROJECT)

WHEREAS, The CRAG Board of Directors adopted a Bikeway
Plan for the Columbia-Willamette Region; and

WHEREAS, Bicycle parking is included as an element of that
plan; and

WHEREAS, The City of Portland has requested an amendment
to the Transportation Improvement Program (TIP) to include a Central
Business District (CBD) Bicycle Parking Project; and

WHEREAS, This project will utilize funds under the Federal
Highway Administration (FHWA) Bicycle Grant Program; and

WHEREAS, The project is consistent with Portland region
goals and policies to conserve energy and reduce air pollution; and

WHEREAS, The Metro System Planning Analysis (Exhibit A)
indicates that the project will help meet the need for additional
bicycle parking in the City of Portland CBD; now, therefore,

BE IT RESOLVED,

1. That federal funds in the amount of \$33,000 under the
FHWA Bicycle Grant Program be authorized for this project.

2. That the TIP and its annual element be amended to
reflect this authorization as set forth in Exhibit "B."

3. That the Metro Council finds the project in
accordance with the region's continuing, cooperative, comprehensive
planning process.

SYSTEMS REPORT FOR PORTLAND CBD BICYCLE PARKING

Objectives

To encourage bicycle ridership to downtown Portland by providing covered, secure bicycle parking.

Approach

Find feasible locations to extend curb and sidewalk into existing on-street parking space and install covered bicycle racks or lockers for 10 - 15 bicycles. Locations will be evenly distributed near preferred downtown bicycle routes. Proximity of existing bicycle parking and physical constraints such as drainage will also be considered in locating the new bike parking facilities.

Anticipated Results

Provision of 80 additional secure, covered bicycle parking spaces should significantly encourage commuter cycling to downtown Portland by persons now utilizing bus and auto.

PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

EXHIBIT D
PORTLAND-VAN DER
METROPOLITAN AREA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) City of Portland

LIMITS Portland Central Business District LENGTH NA

DESCRIPTION Construct 8 covered bicycle parking pads on downtown streets to provide safe storage for 80 bicycles.

PROJECT NAME Portland CBD
Bicycle Parking

ID No _____

APPLICANT City of Portland

SCHEDULE

TO ODOT _____

PE OK'D _____

CAT'Y _____

HEARING _____

EIS OK'D _____

BID LET _____

COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN

LONG RANGE ELEMENT _____ TSM ELEMENT X

FUNDING PLAN BY FISCAL YEAR (\$000)

	FY 80	FY 81	FY 82	FY 83	FY 84	TOTAL
TOTAL	44,000					44,000
FEDERAL	33,000					33,000
STATE						
LOCAL	11,000					11,000

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ _____

CONSTRUCTION 44,000

RIGHT OF WAY _____

TRAFFIC CONTROL _____

ILLUMIN, SIGNS, _____

LANDSCAPING, ETC _____

STRUCTURES _____

RAILROAD CROSSINGS _____

TOTAL \$ 44,000

LOCATION MAP

SOURCE OF FUNDS (%)

FEDERAL

FAUS (PORTLAND) _____

FAUS (OREGON REGION) _____

FAUS (WASH REGION) _____

UMTA CAPITAL _____ UMTA OPRTG _____

INTERSTATE _____

FED AID PRIMARY _____

INTERSTATE _____

SUBSTITUTION _____

Bicycle Grant Program

75%

NON FEDERAL

STATE _____

LOCAL _____

25%
100%

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Regional Planning Committee/JPACT
FROM: Executive Officer
SUBJECT: FY 1981 Unified Work Program (UWP)

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Approve the UWP containing the transportation planning work program for FY 1981. Authorize the submittal of grant applications to the appropriate funding agencies.
- B. POLICY IMPACT: Approval will mean that grants can be submitted and contracts executed so work can commence on July 1, 1980 in accordance with established Metro priorities.
- C. BUDGET IMPACT: The UWP matches the projects and studies reflected in the proposed Metro budget to be submitted to the Tax Supervisory and Conservation Commission.

II. ANALYSIS:

- A. BACKGROUND: The FY 1981 UWP describes the transportation/air quality planning activities to be carried out in the Portland/Vancouver metropolitan region during the fiscal year beginning July 1, 1980. Included in the document are federally funded studies to be conducted by Metro, Clark County Regional Planning (RPC), Tri-Met, the Oregon Department of Transportation (ODOT) and local jurisdictions.

Four types of planning activities are to be carried out in the fiscal year:

Regional Systems Framework -- Studies directed toward establishing consistent policy direction in addressing the broader systems issues such as how to provide corridor mobility and how to reduce energy consumption and meet air quality standards;

Corridor Studies -- Studies directed toward refining corridor policies so as to achieve a consensus on solutions to the most pressing corridor problems;

Subarea Studies -- Activities which focus on defining plans for correcting mobility problems in critical areas of the region; and

System Planning Support Activities -- Activities undertaken to provide adequate overall planning coordination and to develop technical tools which would be used in the various studies listed above.

- B. ALTERNATIVES CONSIDERED: The alternative of not conducting the various studies was considered and rejected because of critical nature of issues to be addressed in solving the region's transportation problems.
- C. CONCLUSION: The Transportation Policy Alternatives Committee (TPAC) has approved the UWP. The work program for Task III of the Next Energy Analysis and New Technology work element is to be clarified and reviewed later with TPAC.

KT:bk
7935/33

FOR THE PURPOSE OF APPROVING THE)
FY 1981 UNIFIED WORK PROGRAM (UWP))

WHEREAS, The Unified Work Program (UWP) describes all federally-funded transportation/air quality planning activities for the Portland/Vancouver metropolitan area to be conducted in Fiscal Year 1981; and

WHEREAS, The UWP indicates federal funding sources for transportation/air quality planning activities carried out by Metro, Clark County Regional Planning Council (RPC), the Oregon Department of Transportation (ODOT), Tri-Met and the local jurisdictions; and

WHEREAS, Approval of the UWP is required to receive federal transportation planning funds; and

WHEREAS, the UWP is consistent with the proposed Metro budget submitted to the Tax Supervisory and Conservation Commission; and

WHEREAS, the UWP has been reviewed and agreed to by the Transportation Policy Advisory Committee (TPAC); now, therefore,

BE IT RESOLVED,

1. That the UWP is hereby approved.
2. That the UWP is consistent with the continuing, cooperative and comprehensive planning process.
3. That the Metro Executive Officer is authorized to apply for, accept and execute grants and agreements specified in the UWP.

KT:bk

7936/33

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Regional Planning Committee/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal Interstate Funds For Resurfacing,
Restoration and Rehabilitation (3R) Project on I-84 -
Sundial Road to Sandy Blvd.

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Adopt the attached Resolution which authorizes \$1,012,500 of Federal Aid Interstate funds to repair bridges on I-84 between Sundial Road and the Sandy River.
- B. POLICY IMPACT: This action will amend the Transportation Improvement Program (TIP) and enable the Oregon Department of Transportation to obligate the funds.
- C. BUDGET IMPACT: The approved Metro budget includes funds to monitor federal funding commitments.

II. ANALYSIS:

- A. BACKGROUND: The Oregon Department of Transportation has requested the TIP be amended to include this project. The objective of this project is to repair and overlay the roadway deck surfaces of six bridges on I-84 between Sundial Road and the Sandy River and to provide new shoulder rails on the two Sandy River bridges.
- B. ALTERNATIVES CONSIDERED: This project is necessary to extend the useful life (10 to 20 years) of the six bridges and their surfaces. It will ensure that the condition of these facilities is maintained at a level which will meet federal guidelines for the interstate system.

By not taking corrective actions in attaining federal guidelines, future interstate funds could be penalized by reduction in their apportionment to Oregon (Title 23, Sec. 119, USC). In addition, further deterioration (unless corrected) can be expected requiring eventual restoration costs many times over those currently needed.

- C. CONCLUSION: Metro staff recommends approval of the attached Resolution.

BP:ss
7835/118

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL INTERSTATE FUNDS FOR A)
RESURFACING, RESTORATION AND)
REHABILITATION (3R) PROJECT ON I-84)
SUNDIAL ROAD TO SANDY BOULEVARD)

WHEREAS, The Metro Council adopted Resolution No. 79-80
which endorsed the FY 1980 Transportation Improvement Program (TIP);
and

WHEREAS, The Transportation Improvement Program includes
projects which utilize Federal Aid Interstate funds; and

WHEREAS, The Oregon Department of Transportation has
requested that the Transportation Improvement Program be amended to
include a new project which will utilize \$1,012,500 in Federal Aid
Interstate funds;

WHEREAS, This project will repair and overlay six bridges
on I-84 between Sundial Road and the Sandy River; and

WHEREAS, Obligation of the Funds will take place in FY
1980; now therefore,

BE IT RESOLVED,

1. That \$1,012,500 in Federal Aid Interstate funds be
authorized for repair, restoration and reconstruction of the six
bridges identified in Exhibit "A."

2. That the TIP and its annual element be amended to
reflect this authorization.

3. That the Metro Council finds the project in
accordance with the region's continuing, cooperative, comprehensive
planning process.

PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

PORTLAND-VANCOUVER
METROPOLITAN AREA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) Oregon Department of Transportation
LIMITS Sundial Road - Sandy River LENGTH 1.0 mile
DESCRIPTION This project will repair and overlay the roadway deck surfaces of six bridges on the Columbia River Highway (I-84) between Sundial Road and the Sandy River. In addition, new shoulder rails will be provided on the two Sandy River bridges.

PROJECT NAME Sundial Road-Sandy River, Columbia River Highway.
ID No _____
APPLICANT Oregon Dept. of Transp.

SCHEDULE

TO ODOT _____
PE OK'D _____ EIS OK'D _____
CAT'Y _____ BID LET _____
HEARING _____ COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN

LONG RANGE ELEMENT _____ TSM ELEMENT _____

FUNDING PLAN BY FISCAL YEAR (\$000)

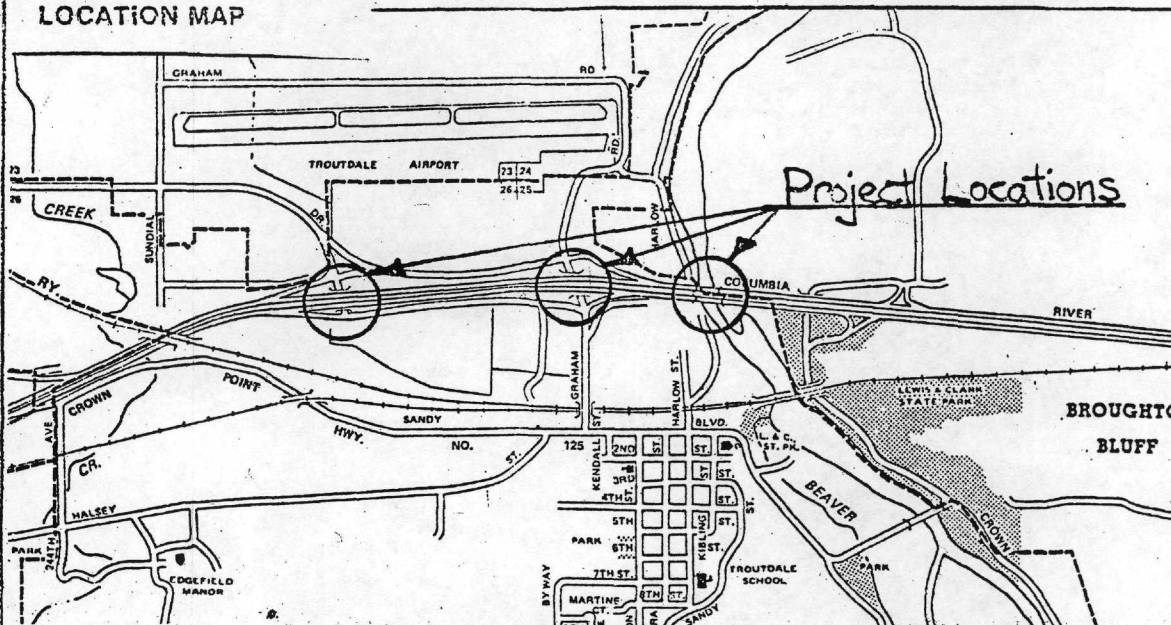
	FY 78	FY 79	FY 80	FY 81	FY 82	TOTAL
TOTAL	_____	_____	1,350	_____	_____	1,350
FEDERAL	_____	_____	1,012	_____	_____	1,012
STATE	_____	_____	338	_____	_____	338
LOCAL	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ _____
CONSTRUCTION _____
RIGHT OF WAY _____
TRAFFIC CONTROL _____
ILLUMIN, SIGNS, _____
LANDSCAPING, ETC _____
STRUCTURES 1,350,000
RAILROAD CROSSINGS _____

_____ 1,350,000
TOTAL \$ _____

LOCATION MAP



SOURCE OF FUNDS (%)

FEDERAL
FAUS (PORTLAND) _____
FAUS (OREGON REGION) _____
FAUS (WASH REGION) _____
UMTA CAPITAL _____ UMTA OPRTG _____
INTERSTATE 75
FED AID PRIMARY _____
INTERSTATE _____
SUBSTITUTION _____
NON FEDERAL
STATE 25 LOCAL _____

EXHIBIT "A"

A G E N D A M A N A G E M E N T S U M M A R Y

TO: TPAC/Regional Planning/JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal I-505 Funds for Preliminary Engineering of the Terwilliger/Barbur Blvd. Project

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution authorizing \$750,000 of I-505 Federal Interstate Transfer funds to support preliminary engineering by the Oregon Department of Transportation (ODOT) of the Terwilliger/Barbur Blvd. project. Funds for this project are available from the I-505 City Reserve.
- B. POLICY IMPACT: The Terwilliger/Barbur project is one of 17 priority projects identified by the City of Portland for use of the I-505 City Reserve. The project addresses a set of critical problems in the Terwilliger/I-5 interchange area including structural inadequacies of the Terwilliger Bridge over I-5, congestion and geometric problems at the Terwilliger/Barbur intersection, deficient ramp connections from I-5, and excessive through traffic on Terwilliger Blvd. A number of options for correcting these problems have been suggested which need further investigation. The preliminary engineering study by ODOT, in conjunction with a Metro system planning analyses, will allow an adequate investigation of these options. Once this investigation is undertaken and the options narrowed, a request for authorizing federal funds for right-of-way acquisition and construction of the project would be submitted by Portland.
- C. BUDGET IMPACT: The approved Metro budget includes funds to monitor federal funding commitments. Using budgeted funds, Metro staff, in cooperation with the City of Portland, will continue to evaluate projects proposed to be funded with I-505 Withdrawal funds. The systems analysis to be undertaken by Metro of the options is separately budgeted in the FY 1981 Unified Work Program as a component of the Technical Assistance work element.

II. ANALYSIS:

- A. BACKGROUND: This project was identified during neighborhood meetings (beginning in late 1974) leading to the development and adoption of the Arterial Streets Classification Policy (City of Portland, 6/77). The project is part of the I-505 Withdrawal Program initiated by the Portland City Council in November, 1978. Improved traffic, bicycle and pedestrian safety at this location is

supported by the local neighborhood. Study of project alternatives has been requested by the South Burlingame Neighborhood Association. The project has been in Bureau of Streets and Structural Engineering's Capital Improvements Program since 1974.

The City of Portland planning staff has identified a number of project options. Some of these options would result in changes in the function of various highways in the area (e.g., changes in access to I-5 is proposed) and therefore requires a systems analysis. Such an analysis would be carried out by Metro with the assistance of ODOT this summer. In addition, the options interrelate with the Multnomah Blvd. Light Rail Transit (LRT) alternative being studied in the Westside Corridor Study. Based on the systems analysis, a number of project options, including adequate provisions for bikeways and pedestrian walkways, would be selected for detailing and impacts analysis to be undertaken as part of the preliminary engineering study.

- B. ALTERNATIVES CONSIDERED: A number of alternatives are to be considered including: 1) do nothing; 2) bridge reconstruction or replacement and/or realignment; 3) freeway ramp redesign and possible closure of the northbound ramp; and 4) redesign of Terwilliger/Barbur traffic circle.
- C. CONCLUSION: It is recommended that the attached Resolution funding preliminary engineering be approved to allow a full investigation of the project alternatives.

BP:bk
7827/33

FOR THE PURPOSE OF AUTHORIZING)
FEDERAL I-505 FUNDS FOR PRE-)
LIMINARY ENGINEERING OF THE)
TERWILLIGER/BARBUR BLVD. PROJECT)

WHEREAS, The CRAG Board of Directors, through CRAG Resolution No. BD 781210, agreed that the I-505 freeway should be withdrawn from the Interstate Highway System; and

WHEREAS, Contingent on the official withdrawal of I-505 by USDOT, the CRAG Board of Directors, through CRAG Resolution No. BD 781213, established a City of Portland Reserve to fund highway and transit projects having regional significance; and

WHEREAS, U.S. Department of Transportation in December, 1979, approved the withdrawal of I-505 from the Interstate Highway System; and

WHEREAS, The City of Portland has requested a funding authorization of \$750,000 in federal funds for the Oregon Department of Transportation (ODOT) to conduct preliminary engineering of the Terwilliger/Barbur Blvd. project; and

WHEREAS, The Metro Systems Planning Program has been established to develop and evaluate transportation improvement alternatives, including the development of project objectives and general specifications for regional projects; now, therefore,

BE IT RESOLVED,

1. That \$750,000 of federal I-505 funds be authorized from the City of Portland Reserve account for regional transit/highway improvements for preliminary engineering of the Terwilliger/Barbur Blvd. Project.

2. That evaluation of project alternatives, including adequate provisions for bikeways and pedestrian walkways, be done in conjunction with the Metro systems planning program and with the assistance of ODOT to ensure an adequate analysis of the impacts on the overall transportation system.

3. That the preliminary engineering study by ODOT be closely coordinated with the Westside Corridor Study.

4. That further implementation of this project in the form of right-of-way acquisition and construction be subject to future Council action when required.

5. That the Transportation Improvement Program (TIP) and its Annual Element(s) be amended to reflect the authorization as set forth in Exhibit "B."

6. That the Metro Council finds the project in accordance with the region's continuing, cooperative, comprehensive planning process.

BP:bk
7831/33

Systems Report for Terwilliger/Barbur Blvd. Project

Objectives: Eliminate circuitous traffic movements. Improve the connections from the regional to the City traffic network. Replacement of Terwilliger Bridge. Minimize the impact of through traffic on residential neighborhoods. Improve access to local business along Barbur Blvd. Increase pedestrian, bicycle and vehicle safety. Improve transit transfer opportunities.

Approach: Redesign and possible relocation of freeway ramp system. Provide a freeway connection with direct access to Barbur Blvd. Replace the Terwilliger Bridge with a structurally sound overpass. Redesign the Terwilliger/Barbur Traffic Circle to facilitate traffic movement. Possible signal pre-emption or by-pass at Traffic Circle to provide for transit movement and improve transit transfer facilities. Identify potential location for a transit station serving both light rail and bus traffic on Barbur Blvd. Street improvements to Terwilliger from I-5 south to Taylors Ferry Road including improved roadway, curbs, sidewalks, and street lights. Provide a safe connection of the Terwilliger Bike Path and sidewalks for pedestrian access.

Anticipated Results: Improved connections between regional and City traffic network, providing better defined routes for local and through traffic. A structurally sound overpass. Improved liveability for residential neighborhoods and increased access for local businesses. Safer pedestrian, bicycle, and vehicle environment. Improved traffic flow along Barbur Blvd. Improved access for transit and transfer opportunities.

PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

EXHIBIT "B"
PORTLAND-VANCOUVER
METROPOLITAN AREA

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) City of Portland
LIMITS Terwilliger/Barbur Blvd. Inter. to Taylors Ferry LENGTH 0.7 miles
DESCRIPTION Replace overpass over I-5. Redesign of freeway ramp system. Provide a freeway connection with direct access to Barbur Blvd. Redesign Terwilliger/Barbur Traffic Circle to facilitate traffic and transit movement. Identify potential transit station serving both light rail and bus traffic on Barbur Blvd. Street improvements on Terwilliger, safe connection of bike path and improved pedestrian access.

PROJECT NAME Terwilliger/Barbur Blvd. Project

ID No FAUS #9361, 9383, 9420

APPLICANT City of Portland

SCHEDULE

TO ODOT _____
PE OK'D _____ EIS OK'D _____
CAT'Y _____ BID LET _____
HEARING _____ COMPL'T _____

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN

LONG RANGE ELEMENT X TSM ELEMENT _____

FUNDING PLAN BY FISCAL YEAR (\$000)

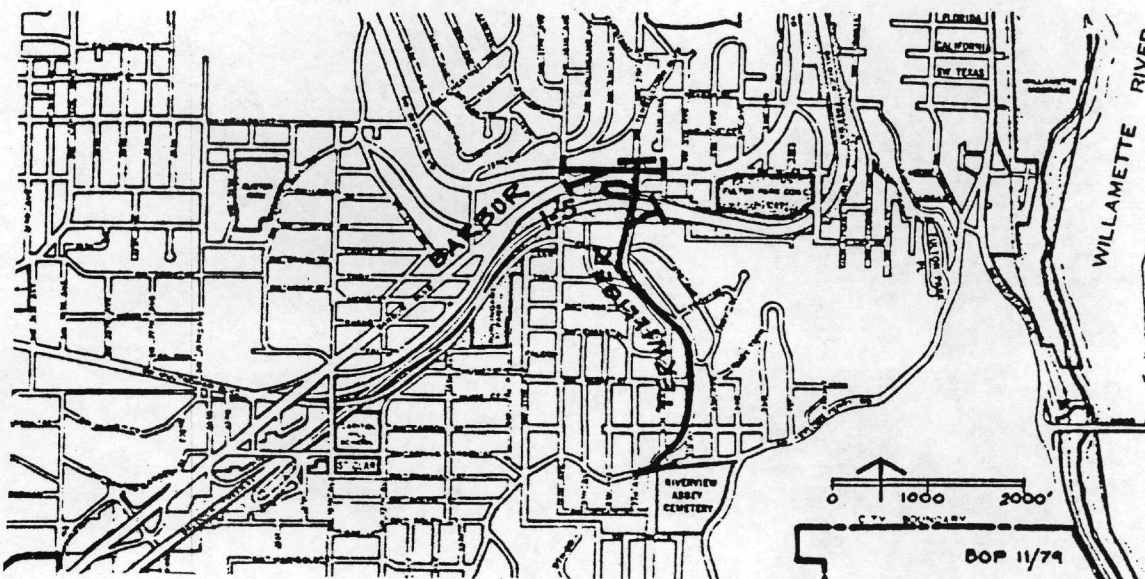
	FY 80	FY 81	FY 82	FY 83	FY 84	TOTAL
TOTAL	118	471	1176	2353	7647	11,765
FEDERAL	100 ^{PE}	400 ^{PE}	1000	2000	6500	10,000
STATE						
LOCAL	18	71	176	353	1147	1,765

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING \$ 882,350
CONSTRUCTION 2,500,000
RIGHT OF WAY 882,350
TRAFFIC CONTROL _____
ILLUMIN, SIGNS, _____
LANDSCAPING, ETC _____
STRUCTURES 7,500,000
RAILROAD CROSSINGS _____

TOTAL \$ 11,764,700

LOCATION MAP



SOURCE OF FUNDS (%)

FEDERAL
FAUS (PORTLAND) _____
FAUS (OREGON REGION) _____
FAUS (WASH REGION) _____
UMTA CAPITAL _____ UMTA OPRTG _____
INTERSTATE _____
FED AID PRIMARY _____
INTERSTATE _____
SUBSTITUTION _____
I-505 _____ 85%
NON FEDERAL
STATE _____ LOCAL 15%

COMMITTEE MEETING TITLE JPACT 5-8-80

DATE _____

NAME

AFFILIATION

M

AL MYERS

MAYOR OF GRESHAM

M

JOHN FREWING

TRI-MET

M

DICK CARROLL

WSDOT

M

Charles Williamson

Metro

S

Wm. Ockert

Metro

S

Newton Lent

11

G

Jerald Heimbuch

FHWA REG 10 OFFICE

G

John Price

FHWA - Salem

G

PAUL BAY

TRI-MET

G

STEVE DOTERRER

CITY OF PORTLAND

G

T. S. Seng

ODOT

M

Robert Bohman

ODOT

M

Dennis Kearney

Clark Co.

G

Anne Sylvester

RPC

G

Karen Sides

FHWA - Salem

G

John MacGregor

PORT OF PORTLAND

S

Bill PETTIS

METRO

G

David Peach

WSDOT

S

Karen Thackston

S

Andy Cotugno

~~XXXXXXXXXXXX~~

COMMITTEE MEETING TITLE _____

DATE _____

NAME

AFFILIATION

G BILL GREENE FOR BILL YOUNG

O.D.E.Q.

G Bebe Rucker